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Appalachia

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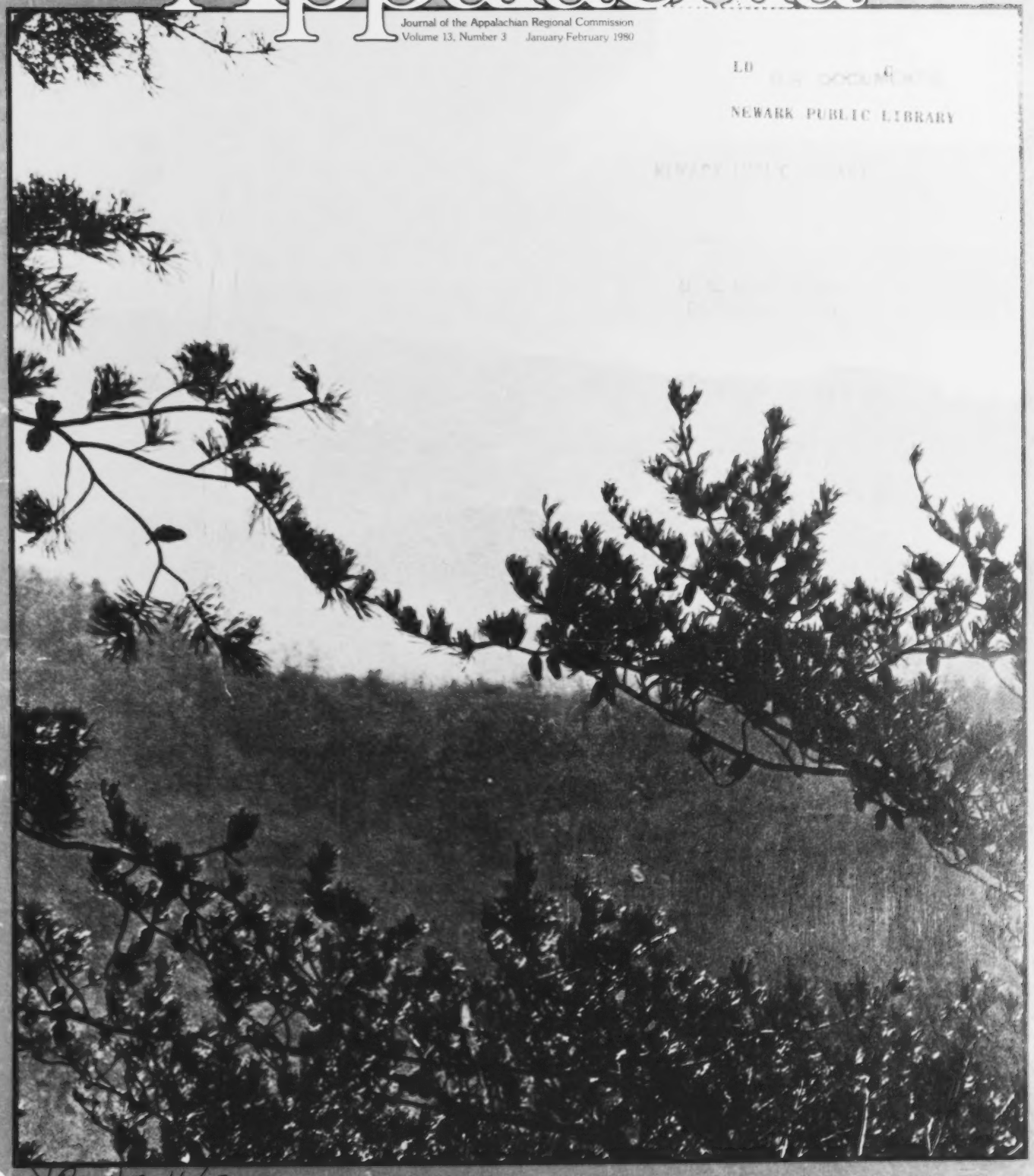

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS OF REGIONAL DEVELOPMENT

APPALACHIAN REGIONAL COMMISSION

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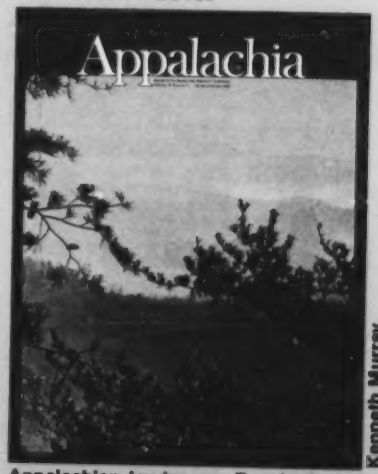
This Month's Cover



Appalachian landscape: Fannin County, Georgia.

A Report to the Region

In several ways 1980 is a time of renewal for the Appalachian Regional Commission.

ARC enters the 1980s with new legislation now in the final stages of Congressional action. This legislation extends its life and broadens some of its responsibilities.

Created in 1965, ARC will in 1980 complete 15 years in support of the sound development of Appalachia. The beginning of a new decade also is a natural time to review the past and peer into the future.

The new decade begins with a new ARC federal cochairman, Al Smith of Kentucky, a newspaper man and moderator of educational television discussion programs who has played an active leadership role in a number of statewide organizations. As a result of more than 20 years of participation in development activities in his home county and local development district, Al Smith is an old hand at economic development problems and solutions. Senator Jennings Randolph of West Virginia characterized him at Smith's confirmation hearings in December as "the right man at the right time." The year opens, too, with a new states' cochairman selected to serve by the governors of the 13 Appalachian states, Governor John D. Rockefeller of West Virginia. Governor Rockefeller, whose state is the only one that lies entirely within Appalachia, is a strong supporter of ARC and has long taken a personal interest in the ARC program.

Late in 1979 Henry H. Krevor, ARC executive director, gave an oral report to the Commission covering the record of ARC, the present status of the Commission and the Region, and some prospects for the future. Through this question-and-answer feature, *Appalachia* provides a similar report to the Region.

Associated with ARC continuously since 1965, Krevor served initially on the Federal Development Planning Committee for Appalachia during the time legislation creating ARC was planned, and then as the agency's first general counsel. Upon entering private practice in 1969, he became consultant-counsel to the Commission, serving as a principal legal and legislative adviser. Prior to 1965, Krevor held a number of positions in government and on Capitol Hill, including those of chief counsel and staff director, Real Property and Relocation Assistance Subcommittee, Committee on Public Works, U.S. House of Representatives; assistant general counsel, U.S. Bureau of Public Roads; and chief, Eminent Domain Section, Office of Chief of Engineers, U.S. Army. He became executive director of ARC in 1978.■

Since we are going to be talking mostly about what ARC does, can you tell us who decides that?

Mr. Krevor: ARC is a partnership in which policy decisions are arrived at jointly by the states and the federal government. The 13 Appalachian states have a vote, and the ARC federal cochairman has a vote to express the wishes of the President, who appoints him.

Decisions aren't forced on our states by people in Washington. On the other hand, the federal government is not excluded from decisions about how to spend the federal funds spent through ARC.

The governors' ARC "alternates," who represent the governors on Commission matters, and the federal cochairman meet together six or eight times a year in Commission meetings to consider recommendations of individual states, the federal cochairman or the ARC staff.

Through this process, information and ideas are exchanged, and decisions are made—with the major ones, the most controversial ones, usually reserved for Commission meetings at which a majority of the 13 Appalachian governors as well as the federal cochairman are present.

What is your role as ARC executive director?

Mr. Krevor: As head of the ARC staff, it is my job to carry out policy set by the federal and state partners. I am reminded of the joint responsibility every time I get my paycheck—half of it comes from the federal government and half of it from the states.

When I say we carry out policy, I don't mean that we just sit here and await instructions. The staff includes top-flight professionals in such fields as transportation, health, housing, community development, energy, planning, education and the like. We provide advice and technical help to the states in developing programs and projects and in implementing decisions made by the Commission. We provide similar help to the federal cochairman. We are also expected to come up with innovative ways to get at Appalachian development problems and recommend them to the Commission, and we also have responsibilities to see to it that ARC funds are spent to achieve the objectives of our legislation.

***ARC Executive Director Henry Krevor responds to a question from Elise Kendrick, editor of* Appalachia.**

Egon Weck

How do you know what policies you are supposed to carry out?

Mr. Krevor: The federal legislation under which we operate sets some of our policies and we have what we call the Commission Code, which puts in writing Commission decisions made at Commission meetings over the years. As we work out our strategies, recommendations and implementing procedures, I talk ideas over with the ARC federal cochairman, the state alternates and the states' Washington representative here in Washington. From time to time I have an opportunity to talk things over with Appalachian governors.

Then, since I have been fortunate enough to have worked for and with Congress for many years, I have a fair understanding of the kinds of things it expects of ARC. And I have worked with the Commission in one capacity or another since the time when it was just in the planning stage. I know the members, and how the Commission works.

In most cases ARC policy is quite clear. My responsibility is to interpret that policy so that ARC achieves the maximum possible effectiveness and responsiveness. Congress deliberately gave us flexibility to meet particular needs in particular situations. This flexibility permits us to be more adaptable to state and local needs and wishes. So the Commission tries to avoid rigid policies and interpretations of policies which limit that flexibility.

You have been working with the Commission for most of the 15 years since it was established. What do you see as its major accomplishments?

Mr. Krevor: Certainly I'd have to start out by saying that we have made considerable progress in closing the gaps between Appalachia and the rest of the country in terms of income, accessibility, health care, vocational education and the like. ARC does not claim credit for all the progress, but it helped.

In terms of particular program achievements, nothing is more important, more basic to the long-term prosperity of the Region than our work on the Appalachian Development Highway System. ARC has helped design and build that 3,025-mile system, which is now more than half completed. Highways are the key to the development that has occurred and will occur. Much that has been done could not have

been done without the highway program. The change in Appalachia from economic and social isolation to accessibility is fantastic.

Another major accomplishment is the design and testing of a new way in our federal system to make decisions about development investments. With all its imperfections, ARC makes it possible for federal, state and local people—public officials and private citizens—to share in making decisions about how federal dollars are spent. There are many agencies promulgating rules and decisions from the top down. ARC is different, and it is another way of making our federal system work. In the long run, the ARC process could prove to be the most important contribution ARC has made to Appalachia and the country generally.

You mention ARC contributions in Appalachia in terms of closing gaps between Appalachia and the rest of the country. What are some indications of progress?

Mr. Krevor: There are quite a few. Per capita income in Appalachia has risen from 78 percent of the national average to 85 percent. The percentage of Appalachians living in poverty, by federal standards, has declined faster than the national percentage. The number of doctors and nurses in the Region has increased, and their outreach into rural areas has been stretched by clinics and health paraprofessionals.

Egon Weck

Then there are statistics showing that the out-migration of people—particularly the young—from Appalachia has been reversed during the 1970s. More people are remaining in Appalachia, and more people are moving back or moving in for the first time.

And you can drive through the Region and see the evidence of progress: the network of vocational and technical schools which now blanket the Region, people going to work in a modern plant in an industrial park, highways stretching through the hills, small towns looking more vital than a few years ago.

Don't get me wrong. Much more needs doing in Appalachia. But things have turned about since 1965. The trends look a lot better now.

How much money does ARC spend a year—and on what?

Mr. Krevor: For this year, fiscal year 1980, we have appropriations of $356,500,000. That includes $229 million for highways and the balance for a broad range of other program activities.

How does ARC spend its highway money?

Mr. Krevor: The bulk of the money—$215 million this year—is spent on corridors in the Appalachian Development Highway System. That system was designed back in the 1960s after extensive planning. It was not designed, like most highways, solely to connect areas already highly developed or densely populated, but also to break down the isolation of Appalachia, to serve as a basis for future development. At present, there are 3,025 miles authorized by Congress in the system, with more than half of them now completed.

Each year each state gets a basic allocation of the highway funds which is based essentially on how much of the highway system lies within its borders and how much it will cost to complete that state portion.

And will you just move on year by year to complete the highway system?

Mr. Krevor: Certainly we want to move quickly to complete the system. Every year of delay means more inflated costs. Fortunately, our extension legislation authorizes higher appropriations through 1986, and we hope Congress will subsequently appropriate the full amounts authorized. But, given inflation, even this increased funding would be far from enough to complete the system.

We are nearing completion of extensive work with the Appalachian states to estimate in current dollars the total cost of completing the highway system.

I hope that we can find a way to complete the basic system and also to meet the special demands for coal transportation placed on our Region by the national energy problem.

How does the Commission decide how to spend its nonhighway money?

Mr. Krevor: In earlier years, Congress appropriated for ARC fixed dollar amounts for different categorical programs such as vocational education, health and the like. But five years ago, Congress decided instead to give ARC greater flexibility in the use of its money. Since 1975, a single appropriation has been made to the Commission annually for most of its nonhighway activities—we call this the area development program—rather than identifying specific amounts for designated program areas.

Each year since then, ARC has allocated a share of these funds to each state. The federal cochairman and the governors jointly agree on the allocation formula, which takes into consideration the number of people in the Appalachian part of the state, per capita income, geographical area and other factors. Each governor then decides how to use the state allocation to carry out his priority programs consistent with ARC policies. He draws up a state Appalachian development plan and selects an annual list of projects on which to spend ARC money to help implement that plan.

To make sure that the governors' plans and project lists are consistent with regional and national objectives, they

are subject to approval or disapproval by the Commission. Specific project applications are then submitted by the governors and approved by the federal cochairman.

There is never enough money to meet all development needs of an area or state—even though the ARC dollars are generally used whenever possible in conjunction with other funds from federal agencies, state government, local government and private sources. This means there have to be some tough decisions on priorities all up and down the line. If a health clinic goes in, something—maybe a water line—goes out.

Are the state plans and project lists just whatever the particular governor wants them to be?

Mr. Krevor: I would say, generally yes, but with several important limitations. The governors are responsible for producing the state plans and deciding which project investments will best help implement their plans. But the plans and projects all must meet certain criteria, some set by law and some by ARC policies.

Each state plan identifies the primary problems and needs of the Appalachian part of the particular state. It includes a discussion of ways to attack problems. It describes the governor's priorities for use of ARC dollars to help meet the needs. It explains how local views have been sought in defining needs and priorities. The projects must help implement the plan. And the plan and project investments must be consistent with Commission policies jointly determined by the federal cochairman and at least a majority of the governors.

You have now been executive director of ARC for more than a year. What are some of the important new initiatives ARC is undertaking?

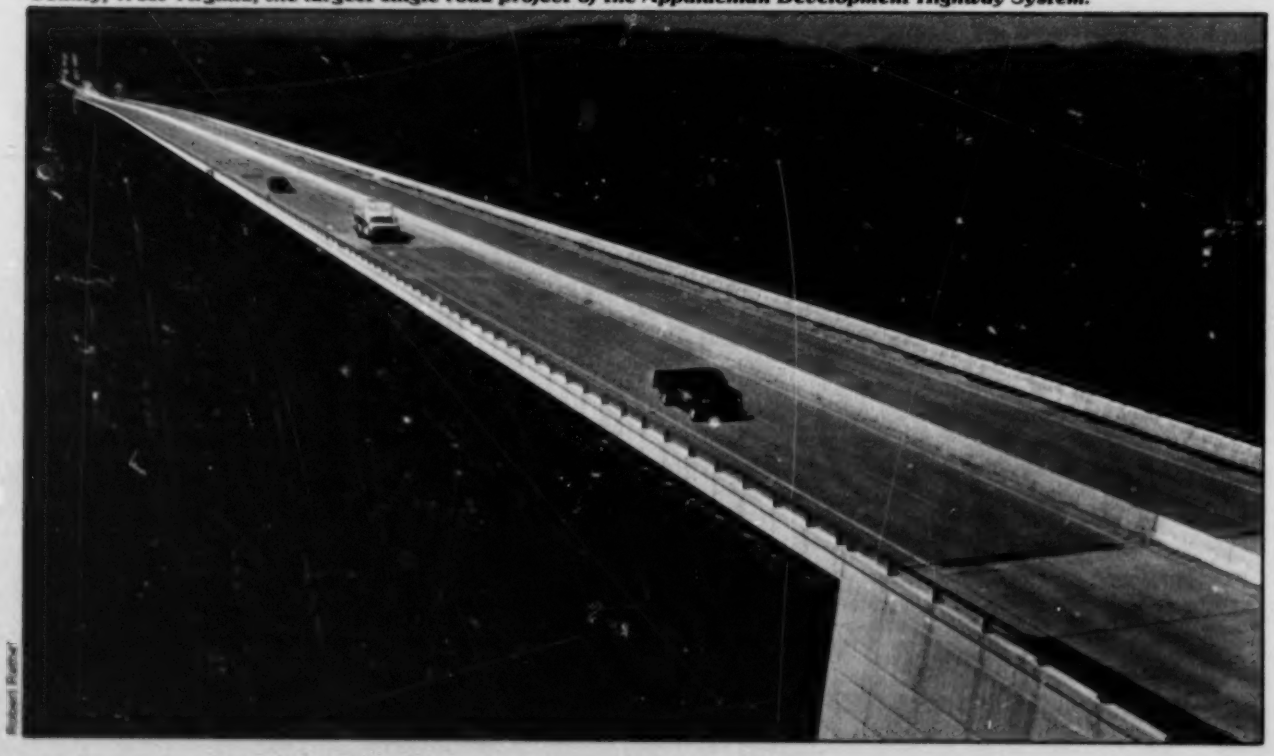
Mr. Krevor: We have reorganized the ARC staff to serve the state and federal partners better. I am determined that we not become mere writers and enforcers of regulations but continue to function as a professional team to help the Region define development alternatives and implement the choices made.

In a program sense, too, this is a period of renewal, with a number of new challenges being faced.

At its regional conference on children and the family slightly more than a year ago, the Commission set for itself a couple of challenging goals: to reduce infant mortality in Appalachia to below the national average in four years, and to help Appalachian children attain the basic skills of reading, mathematics, and oral and written communication.

Then at the regional conference on energy held in New

Highways are the key to the development that has occurred in the Region. BELOW: The New River bridge in Fayette County, West Virginia, the largest single road project of the Appalachian Development Highway System.



Robert Radford

Egon Weck

York this past October, the Commission pledged to focus its efforts on three areas where we feel we can make a real impact toward national objectives—increased production and use of coal, conservation and other alternatives to oil.

The new ARC extension legislation, now close to enactment, broadens ARC authority to support land acquisition and development for housing, its authority to help provide services to people living in remote areas, and its authority to help support business development in the Region. There is no new money included in the legislation for these programs—funds for them must come out of the states' general allocations—but the Commission has new flexibility in how it can use the money appropriated for development programs.

The lack of decent and affordable housing is so serious in some parts of our Region that Governor Rockefeller of West Virginia, our states' cochairman, has called for housing to be the topic of our fourth annual conference, scheduled for the fall of 1980.

Let me ask you more specifically about some of these areas, beginning with infant mortality.

Mr. Krevor: In some Appalachian counties, especially in Southern and Central Appalachia, infant mortality rates are much higher than the national average—in fact, one and a half times higher. Two projects in rural Appalachia, one in northwest Georgia and one in Perry County, Kentucky, have already succeeded in doing something about this. Over the course of several years, they have dramatically reduced their infant mortality rates, essentially by making sure that information and care are available to all mothers and infants before, during and after birth. The Commission hopes to achieve significant reduction in infant mortality throughout the Region. We feel that this goal is not unrealistic, although it will take some real dedication and allocation of resources to achieve it.

What else do you see the Commission doing about health in the Region?

Mr. Krevor: Our major emphasis will remain what it has been—a commitment to providing basic health services in the Region. The Commission has devoted a great deal of effort and money to making primary health care more widely available, with particular emphasis on increasing the use of paraprofessionals (nurse practitioners, physician assistants and the like), because this use is so cost effective and appropriate in our Region.

We plan to continue stressing these basic services. The problem of providing these services is particularly difficult because of the large numbers of medically indigent in the Region. More than a year ago we completed a special study in Central Appalachia, at the request of the Senate Appropriations Committee. This study indicated that more than 25 percent of the people there (in some areas up to 40 percent) cannot afford to pay for decent health care themselves, do not have adequate health insurance, and do not qualify for public assistance funds of any kind.

We know what the problem is. We know something about its impact on health providers and institutions in the Region. We know about the few experimental rural health programs in other parts of the country. We're struggling to find ways to design a demonstration program to provide quality health care in the rural Appalachian areas in which large numbers of medically poor are clustered. The difficulties are that the group involved is sizable and the costs are formidable. I hope we will be able to put together a demonstration that will find some valuable answers for Appalachia and the nation generally.

We are particularly looking at ways to cut down on the time the sick and especially the elderly must spend in hospitals, nursing homes and other institutions. This would be one of the most effective ways to contain rising health care costs. I might add that there are many studies which indicate that the quality of care can be as good or better outside of institutions. Furthermore, various surveys indicate that the elderly prefer care outside. A few projects in this area have already been funded by ARC.

What about housing?

Mr. Krevor: The first point I'd like to make is to stress the magnitude of the problem, especially in our coal-producing counties. Let me give you an example. In Pike County, Kentucky, a leading coal-producing county, 40 percent of the housing was substandard in 1970. Between 1970 and 1977, the number of households in the county increased by 25 percent, but only enough new houses were started to accommodate about one out of every ten of these households. And at the same time the median price of housing rose by more than 500 percent!

As coal production increases, the shortage will become even more acute. This is what Governor Rockefeller, our states' cochairman, referred to in saying, "The need is enormous, and we have to deal with it aggressively." As I mentioned earlier, our fourth annual conference, which we plan to hold next fall, will focus on housing.

In the meantime, we are moving out with an action agenda that focuses on increasing the production of houses as rapidly as possible. The building of homes in Appalachia is restricted by several circumstances not found in the country at large. There is a shortage of flat land in this Region of rugged mountains and narrow valleys, and site development costs are extraordinarily high. Often people and corporations outside the Region own the little suitable

land there is, and they do not choose to make it available for development.

Many builders are reluctant to do business in Appalachia. Why struggle with the problems in East Kentucky when it's simpler and more cost effective to build and sell houses in the bluegrass country in the vicinity of Lexington? We have to find incentives to encourage them to build in Appalachia despite its special problems.

Our new legislation will broaden ARC's authority to help with site development costs; it will allow ARC to help fund the acquisition of housing sites and foster more building in the Region by small builders as well as large ones.

We are trying to get a handle on the problems of land ownership. We are working with the Farmers Home Administration to see whether a land-banking approach is workable. We are working with other agencies to see what can be done to reclaim the benches and mountaintops flattened in surface mining for use as housing sites.

The housing problems in Appalachia are made even more difficult by the present national interest rate problems. Passage of pending legislation which would terminate the sale by housing authorities of tax-exempt bonds for single-family housing would further complicate the problem.

But ARC is determined, despite the problems, to help increase the production of houses in Appalachia.

On the next point, services to people living in remote areas: hasn't ARC been doing that all along?

Mr. Krevor: Yes. What the new legislation will do is authorize ARC to give its member states a new tool to deal *comprehensively* with the problems of people living in remote isolated areas. It is our experience that traditional program approaches were not designed with such areas in mind. This new flexible authority will allow the Commission to provide direct support through the states for innovative projects and demonstrations of how a range of services and facilities can be packaged and delivered. For example, a program including a variety of health and education services could be combined into one package, and this could include a variety of other services that would make it easier for users to take advantage of the health and education package—transportation, utilities and the like. This new authority is not a substitute for all the other federal and state programs we work with, but in some instances it may give the additional bit of leverage needed to solve a difficult problem.

Egon Weck

Traditional program approaches were not designed to deal with the problems of people living in remote isolated areas. BELOW: Hawkins County, Tennessee.

Kenneth Murray

And the third matter dealt with in the new legislation: business development?

Mr. Krevor: In earlier years, ARC did not provide direct assistance to private businesses. We concentrated, instead, on creating better conditions for business development: good roads, healthy and educated people, attractive communities with modern facilities, and the like.

We gradually developed a modest enterprise development program, consisting primarily of technical assistance, as states began to feel the need for help. In 1975, our legislation was amended to encourage ARC to provide aid to energy-type enterprises. On the basis of our experience with that amendment, Congress this year placed in the pending new legislation a broadened authority to try similar approaches with private enterprises outside the energy field. We welcome this opportunity to build a stronger partnership with the private sector.

Under the proposed new legislation, ARC would be able to make grants to states for establishing revolving loan funds to assist business enterprises and for providing technical assistance. This new program would focus on helping establish new businesses and helping existing businesses to expand. Current research indicates that's the way most of the new jobs in the Region are going to be created.

Is the present energy crisis going to solve Appalachia's development problems?

Mr. Krevor: That depends on many things.

Even back in the 1960s, when ARC was being planned, we recognized that the economy of Appalachia and coal are inseparable. More than half of U.S. coal is mined in Appalachia. Eight of the 13 Appalachian states produce coal, and the other five depend on Appalachian coal as a major energy source.

Egon Weiss

But Appalachia's rich coal reserve is not necessarily an unmixed blessing. Many of the present problems of the Region go back to previous boom-and-bust cycles for coal. Absentee ownership and lack of regard for the environment in the past created serious problems. Right now, more coal is being mined than sold. There is coal lying on the ground in many parts of Appalachia. Thousands of the Region's miners are out of work.

But coal can become a good, solid base for economic development . . . if we do some things right.

First, we must produce and use more coal—and do it without sacrificing the environment. At Binghamton, the Commission voted its conviction that this can be done.

READEX FICHE

Second, the nation must share in the cost of coal haul roads and the costs of public service and facility needs and housing which the coal communities will bear as a result of increased mining.

In addition, we must find ways to use some of the revenue from increased sale of coal to invest in the diversification of the economy in coal areas.

I believe that we can do these things and keep Appalachian coal competitive with oil in the long run. Certainly that was the sense of the meeting in Binghamton. It is interesting that Governor Carey of New York was just as insistent as the coal states on action to switch to coal.

What about damage to the Appalachian environment as a result of growth, particularly in mining?

Mr. Krevor: At the ARC Binghamton conference on energy, participants stressed over and over that development of our energy resources must not be and need not be at the expense of the Appalachian environment. The Commission is committed to this point of view.

In the months to come, the Commission's environmental program, which focused in earlier years on mine area restoration, land stabilization and timber development organizations, will be turning in the direction of solid waste programs, rural wastewater management and disposal of hazardous wastes.

We are looking at new regional approaches to air quality management that will permit greater economic development without violating the Clean Air Act. We will continue our work with federal agencies and the states to develop programs for reclaiming abandoned lands.

What about agriculture and forestry?

Mr. Krevor: In its early years, ARC was rather active in soil conservation. It also helped to design and test timber development organizations to help owners of woodlots develop and market their timber.

Then, as we got into the 1970s, ARC was not active in agriculture and forestry. Other demands for ARC help in the Region became more pressing, and the Department of Agriculture had become a much stronger development agent.

But now there are some new factors to consider. Wood for energy may be opening a profitable new market for woodlot owners. And there is a back-to-the-land movement among younger people which may make growing of labor-intensive crops like fruits and vegetables on small Appalachian farms a good source of at least supplementary income.

Egon Weck

We have had the benefit of guidance from an ad hoc advisory committee on agriculture and forestry, which looked at these changing circumstances. That committee considered the very special problems that our Region faces. Agriculture and timber resources in Appalachia are largely owned by small landowners, so that our assistance must focus on the small labor-intensive producers in the Region. Agribusiness on the large scale we hear so much about in the Midwest and West does not exist in Appalachia.

In November 1978 the Commission passed a resolution urging support of improved marketing and production techniques for small farmers and woodlot owners and concentrated technical assistance and demonstrations for these groups, and recommending that ARC broaden its efforts toward cooperative funding of agriculture and timber programs with other federal and state agencies.

In December 1979 the Commission sponsored a series of three workshops attended by small Appalachian farmers and prepared for the workshops a catalog of low-cost homemade energy-saving devices for use on small farms. The participants were enthusiastic about the catalog, and the Commission is looking at ways of providing other kinds of useful information to the Region's small farmers.

I hope that over the next years ARC will become somewhat more active in agriculture and forestry than in the recent past.

You mentioned basic education.

Mr. Krevor: In 1975 the Appalachian Regional Development Act was amended to allow the Commission to address some of the more pressing educational needs of the Region beyond vocational and technical education.

Since 1975, some of the states have set up demonstration programs in basic skill development. As I said earlier, at the November 1978 ARC regional conference in Asheville on children and the family, the Appalachian governors joined the ARC federal cochairman in a resolution setting as a regionwide goal the attainment by the children of Appalachia of the basic skills of reading, mathematics and oral and written communications.

Several months ago ARC passed a resolution removing some Code restrictions on funding education projects so that more educational priorities of the governors can be furthered with the help of ARC funds. The staff is at present reviewing ARC education policy with the states. We are looking at things like ways to reduce functional illiteracy in adults and to meet the special needs of schoolchildren in rural schools for health screening and basic vaccinations. We are also looking into the possibility of quality reading programs for rural schoolchildren.

Let's talk a bit about transportation other than highways. What about deregulation?

Mr. Krevor: This is an acute problem for the Region. We don't know yet what the total impact of air carrier service deregulation will be. We do know that a number of

Appalachian communities have lost regular scheduled commercial service and that in others it has been severely curtailed. In spite of the growth of third-level carriers—what we laymen call commuter lines—it's already apparent that many areas are being hard hit by this reduction or elimination of service. We know that air service is critically important to the development of Appalachia.

During the past year, ARC cosponsored a national workshop for state personnel to work with the Civil Aeronautics Board on its deregulation rule-making. With the help of consultants, ARC assisted several communities in Alabama, Kentucky and Pennsylvania in the preparation of questionnaires requested by CAB to determine how much air service these communities needed. We have made recommendations to CAB. CAB is working with a number of federal agencies to develop a pilot program for air service market development in small communities which have suffered reduction or loss of service. A number of our states have submitted proposals to CAB to participate in this program. ARC is also monitoring the impact of the CAB regulations which went into effect last September to see whether changes should be made.

While we are on the subject of transportation and deregulation, there is considerable Congressional interest in deregulating both the rail and truck industries. Opponents of deregulation point out that rural areas and small communities may be the prime sufferers under a deregulated system. The Commission, as part of its research program, will be watching the effects of current deregulation proposals on transport services in the Region.

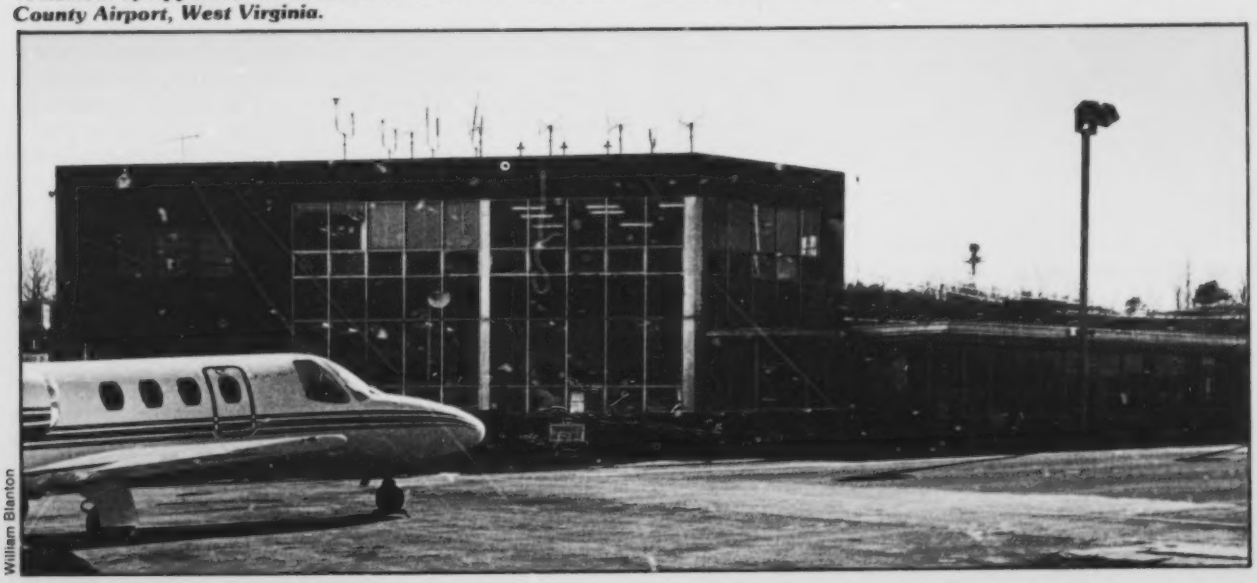
Speaking of changes in the ARC program, hasn't ARC recently set a limit on how long it will fund child development projects?

Mr. Krevor: Actually Congress originally set a limit by law—five years. This is consistent with the concept of ARC as a pioneering agency intended to establish demonstration programs. If no limit is set on the number of years programs can be funded, a state's allocation tends to be tied up in continuing the funding of projects. Town or county A may receive money year after year while town or county B never has this opportunity.

The child development projects designed and tested by the Commission have been comprehensive projects for low-income children, including those in families of the working poor. The Commission has tested and designed approximately 25 different types of child development projects, most of which have supplied child care to low-income families, including the working poor. Basically these projects have worked. Ordinarily ARC might have phased out of child development, since the whole idea is for ARC to pioneer and then move on to other areas when projects can be continued with non-ARC resources. But constraints and funding allocations under Title XX of the Social Security Act have caused problems with that program's being able to serve the working poor. Inflation has also limited the usability of Title XX, since these funds have not kept pace with inflation while the demand for the funds has increased. Under these circumstances, the flexibility of the ARC program has tended to make it a major source that states rely on to help the working poor.

Reflecting the national problem child development projects were having in locating funding, a number of Appalachian projects found it would be impossible to

A number of Appalachian communities are hard hit by the reduction or elimination of air service. BELOW: Mercer County Airport, West Virginia.



William Blanton

continue without ARC funds although they were then close to the five-year limitation. Congress therefore amended the law in 1978 to permit a governor to extend funding for these projects to seven years, but asked that we study the situation to see what other funding sources might be available. After reviewing the ARC study, Congress concluded that the five-year limit was more suitable for ARC, whose basic way of operating is to pioneer, help projects get started and find other resources, then go on to fund other pioneering projects.

The ARC extension legislation therefore affirms the original principle limiting ARC assistance to a maximum of five years for all new projects, but it permits an exception for projects which were assisted by ARC in fiscal year 1979, if a governor requests it. This is to answer a special need and does not change ARC's basic way of operating.

ARC will, of course, continue to work with various federal and state agencies to find long-term solutions to the basic national problem of long-term funding for child development projects.

There was a General Accounting Office investigation of ARC a year or so ago, wasn't there?

Mr. Krevor: Yes, GAO spent quite a bit of time a couple of years ago probing into all aspects of ARC operations.

I should point out that some people see the words General Accounting Office and think that means the GAO people just come in and see if your books balance. If that were the case, this job would be much easier. Either your books balance, or they don't. Ours do.

Actually GAO does much more. It looks at your whole way of operating, not just the dollars and cents part. That gets them into matters in which subjective judgments are made. Competent people may agree with some of their judgments and disagree with others.

That's the light in which we should look at the GAO report on ARC. Some of the recommendations were sound, in my opinion. Some are based on judgments of one or two GAO people and, in my opinion, are not so sound as the judgments emerging from the Commission process, which are based on the experiences of a number of Appalachian governors, federal cochairmen, members of Congress, and others over a period of years.

I believe our Commission process has done a good job of sifting the wheat from the chaff in the GAO report.

You said some GAO recommendations were sound?

Mr. Krevor: Well, GAO pointed out that ARC had been slow in its closing the books on some projects. We have not been as aggressive as we might have been in pressing for faster action by the federal agencies through which we fund projects. As you know, ARC does not generally administer the projects which it funds. It turns the money over to the appropriate federal department or agency: Farmers Home Administration for rural water systems, HEW for health projects and so on. Then eventually we must get reports from the administering agency saying that the project is completed, giving the precise amount spent, and returning to their ARC account, in effect, any funds unspent. These paper transactions had been lagging for years.

Egon Weck

Since I have become executive director, we are giving a high priority to catching up with the backlog and formally retiring these files. We are catching up fast. We are determined to be current by next Obtober, and we're working with the federal agencies to make sure that everyone keeps up to date from now on.

And didn't GAO raise the question as to whether ARC is doing too little regional planning in contrast to planning on an individual state basis?

Mr. Krevor: Yes—and that question is raised from time to time. I suppose it is because ARC is a unique, first-of-its-kind organization, and it is charged with doing regional development. There is no model or set definition for regional planning or development, and, in fact, there are many ways of approaching it. For example, the Commission sometimes sets a specific goal that all of the Appalachian states agree they will do their best to reach, like the reduction of infant mortality. In other cases, it sets a more general goal and encourages the states to move in that direction.

I believe ARC must set, and does set, some regional priorities. It must, and does, require consideration of these by all 13 states. We should do this more frequently, I believe. Governor Jay Rockefeller has expressed his determination that the Commission take more of a regional perspective during his 1980 term as states' cochairman.

But in keeping this program truly regional in nature, we have to keep a couple of caveats in mind. If we set too many specific regional goals at the Commission level, we dilute the impact of our limited resources and reduce the flexibility of the program—which is the unique element in the ARC experiment. The Appalachian governors must retain flexibility in how they use ARC funds so that they can move toward ARC objectives in the most effective way, given the different circumstances in each of the 13 states.

ARC defines what is regional by looking at regional impact. There are some people who think a vocational school does not belong in a regional plan unless it serves people in two or more states. ARC has always looked at it differently. If the Commission decides that there should be a vocational-technical school within easy commuting distance of every person in Appalachia, as it did, I think that is part of a regional plan. When that is done—the schools

are built and more than half of the 11th and 12th graders in Appalachia are now getting training in these schools—that is a *regional* accomplishment. But each school in this regional network is, of course, built on a piece of ground lying within a single state and is part of a particular state system. In other words, we believe that funding a group of projects each of which is located in a different state can add up to regional planning if these projects implement a common goal or objective.

You mentioned that you think it's important for ARC to set some specific goals or targets for the Region. Do you have any in mind?

Mr. Krevor: This is the point at which I must be careful not to let my personal enthusiasms carry me into areas in which the Commission has not yet determined policy.

Egon Weck

I would hope, however, that we could set some targets in the field of housing. I think we must try to do even more in the health field to help provide good health care while reducing the time people, particularly elderly people, have to spend in institutions.

As I said before, I hope we can go further on adult literacy, basic education, and health screening and vaccinations for schoolchildren.

And we are looking at ways to strengthen relations with the private sector in ARC development programs.

I believe it is as important as anything else we do to apply the Commission's clout to the utmost to increase the use of Appalachian coal, obviously in ways that are environmentally sound. And we have to build bridges to utilities and industries even beyond the Region to make sure Appalachian coal gets a fair shake.

Going from the regional to the local, what is the role of local development districts in the ARC program?

Mr. Krevor: ARC helps fund the planning and administrative work of the 69 local development districts which now serve all 397 of the Appalachian counties. These districts (LDDs) are multicounty planning and development agencies certified by the governors of the states and governed by boards consisting of elected officials and public representatives. Through them, counties and communities join together to assess local needs and plan and achieve development goals. The LDDs furnish the basic linkage between local and state governments in the ARC partnership; their Areawide Action Programs, which lay out their development priorities for several years ahead, are integral parts of the ARC planning process.

Paul Neal Allen

ARC is determined to increase the production of housing in Appalachia. ABOVE: Highland Terrace, ARC-assisted housing for the elderly in Prestonsburg, Kentucky.

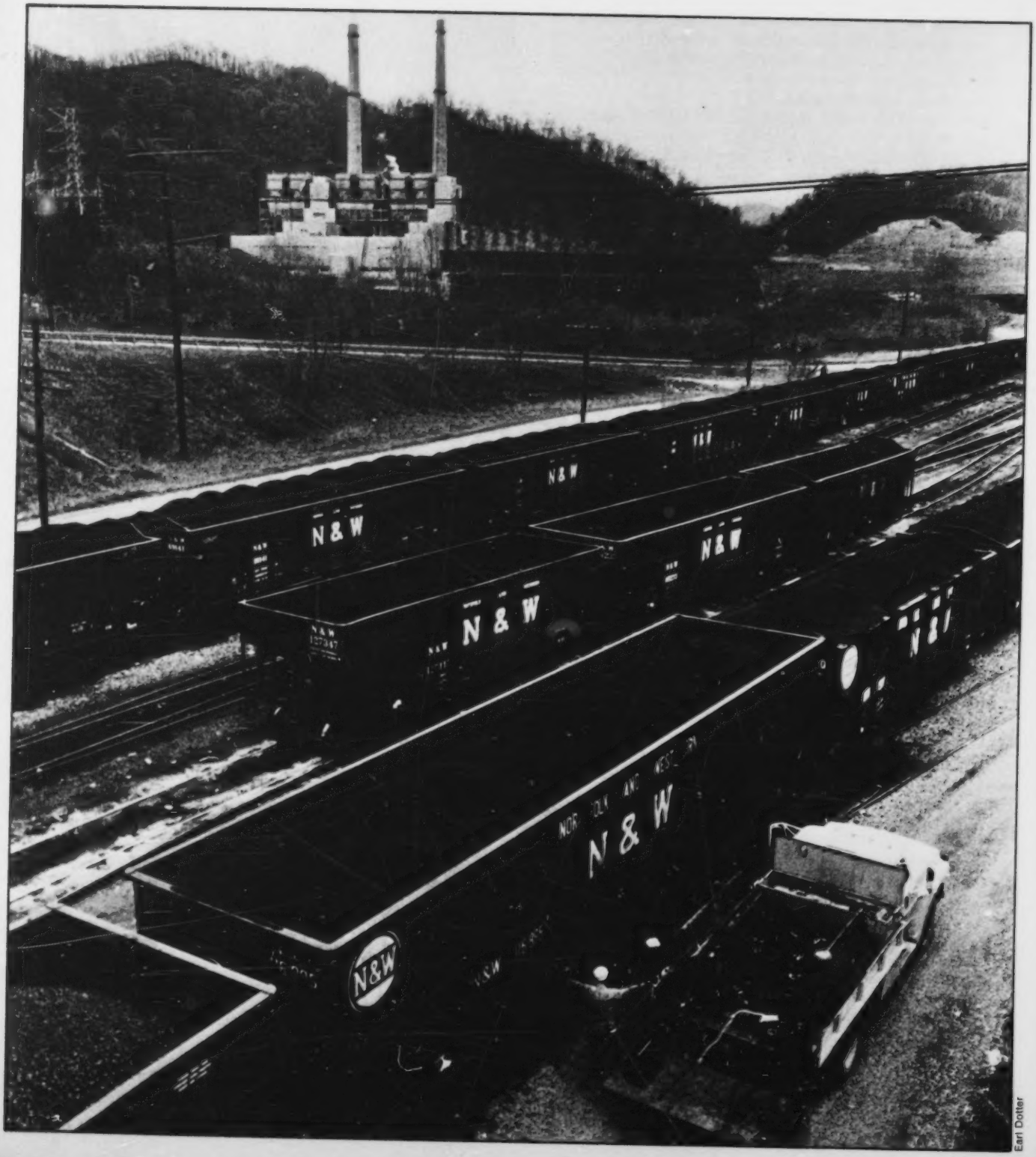
Through an ARC resolution, the Appalachian states have agreed that each state will include in its state plan a description of the way the LDDs participate in both state planning and the project selection process. We cosponsor an annual conference with the LDDs to share ideas. Last year ARC voted to invite the LDDs to participate on our research committee and our new coal committee.

Recognizing that the LDD role is different in each state, I hope we can continue to work with the states to strengthen the roles of LDDs. Interchanging information with them is one of the key ways we learn which ARC programs are working best and how and where we can do better.

Despite all this local and state participation, aren't there some critics who say that ARC is not meeting the real needs of the Region?

Mr. Krevor: Yes, and some of this is inevitable. Each of us is inclined to think that our particular approach and our particular clientele ought to get top priority. It's as natural for the person in education to want to give education most of the money as it is for the person in health to want to put most of the money in health projects.

The tough job for the Appalachian governors, for ARC to do is to strike a balance among the priorities of the 19,000,000 citizens of Appalachia, among the thousands of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Earl Dotter

organizations in the Region. All the ARC process can do is offer a way—not the only way, but a way—for each of those people and organizations to express their priorities in the striking of a balance, to express their priorities at the local, state and federal levels.

ARC does make it a bit easier, we believe, for citizens and groups in Appalachia to influence decisions affecting their future. It helps make our democracy work a little better in this Region, I think; but like democracy in general, it's not perfect.

Speaking of the Appalachian governors, there has been some concern expressed in the Congress in the past about the direct personal participation of Appalachian governors in ARC decisions. Is it important that they participate . . . and do they?

Mr. Krevor: Critically important. First of all, ARC is an organization that must mix all the abstractions of planning with the realities of politics. ARC is a political organization. In the United States, many political decisions affecting development are made primarily within the states. In the states, the governor is the only person with responsibilities that cut across lines between the different agencies that have a role in development, the only person with experience embracing the totality of development, and the person within the state with the most political clout to make certain that development decisions are implemented.

Egon Weck

Of course the governor is going to delegate major responsibilities to his ARC alternate, who is a member of his personal staff or cabinet. The alternates and the ARC program managers in the states keep ARC functioning. They are the folks I work with most of the time. But on our basic strategies, our important policies, we need the personal participation of the governors.

And we get that participation. In the last four years, our governors have participated in eleven Commission meetings, three accompanied by major conferences—the Charleston balanced growth conference, the Asheville conference on children and the family and this year's Binghamton conference on energy. In 1980 we expect the governors to join in two policy meetings, one of which will center around the housing conference I mentioned earlier.

How does the Commission research program support the overall ARC program and objectives?

Mr. Krevor: We are trying to focus on specific, limited areas of research where there is a high probability that what we discover can have a fairly immediate impact on Commission operations—say within six months or a year.

The Commission has now established a process to insure that its research is on target. We have set up a research committee, made up of representatives of the governors, the federal cochairman and the LDDs. They begin the process by working with the ARC staff to define the kinds of questions the decision makers need answers to. After that, the Commission sets its priorities.

Once the priorities are established, we openly solicit ideas and proposals on these topics from the research community. With the help of the research committee, the Commission agrees on which specific projects it will undertake. Then it's up to me and our research director and staff to see that the selected research is carried out in a professionally sound way and the results presented in understandable language rather than jargon that only a specialist could understand.

What about evaluation?

Mr. Krevor: Since ARC is a pioneering agency, investing primarily in demonstrations to test new ways of doing things, evaluation is absolutely essential. There is no question about that.

In an informal sense, ARC has done a good job of evaluation over the years. There is a pretty good ARC communications network from the Region to Washington and back as well as within the Region. We talk to each other about what we are doing. Word on what works and what doesn't gets around—at ARC sessions, LDD meetings, state meetings and all the one-to-one exchanges that make this ARC process work. We have this magazine and the *Appalachian Reporter* newsletter, which we started last year, to explore and report on various projects and programs, so that we end up with an informal, pragmatic evaluation on a continuing basis.

But there have been some criticisms that our overall evaluation effort has been too random and unsystematic. Several years ago, as a matter of fact, we did launch a more systematic monitoring and evaluation by the Commission and the individual states. In the course of this effort, we undertook a number of special evaluation studies which have been helpful in molding our program. Our staff is now working to develop a more comprehensive, multiyear evaluation approach for the Commission to consider.

Before we wind up, I'd like to ask you about a couple of ARC activities some people do not ordinarily associate with regional development: first, the arts.

Mr. Krevor: Few people today would deny the linkage between the cultural amenities of a community and its ability to attract and sustain the industries, businesses, doctors and other essentials to economic and social vitality.

The question is, what can or should ARC do to help communities achieve the level of cultural amenities needed to support balanced development in view of our limited resources? Should ARC use its own funds for this purpose,

play an advocacy role, or both? A committee composed of representatives of the 13 Appalachian governors and of the federal cochairman will meet shortly to give us some advice on that question.

What about ARC's involvement with communication satellites?

Mr. Krevor: This program is a fine example of the way ARC can marry the resources of different federal agencies and the private sector to benefit the people of Appalachia.

ARC's involvement with communication satellites began eight years ago. The National Aeronautical and Space Administration wanted to test various uses of its ATS-6 satellite. The National Institute of Education was interested in exploring the satellite's potential in education. ARC was interested in the possibilities of this medium to bring the best in education to even the more isolated parts of Appalachia.

The satellite program, with universities in the Region making major contributions, worked well, carrying education, training and community service programs to the Region.

Then, as the life of the ATS-6 satellite was nearing an end, ARC began talking with RCA about buying time on the new commercial satellite (SATCOM I) to bring community-service types of programs to cable TV systems in the Region. ARC is now in the process of spinning off the new Appalachian Community Services Network as a nonprofit corporation, and we will continue to help it financially in the next several years. We hope that it will be serving the people of Appalachia on a self-supporting basis years from now, long after ARC has invested its last dollar in the program.

University of Kentucky

The ribbon-cutting ceremony for the Appalachian Community Services Network satellite uplink station in Lexington, Kentucky. LEFT TO RIGHT: Henry H. Krevor, ARC executive director; George W. Walker, Maryland Department of Economic and Community Development; Al Smith, ARC federal cochairman; Dan Green, director, West Virginia Community Development Division; Harold Morse, director, ARC education division; Lewis W. Cochran, vice president for academic affairs, University of Kentucky; William Corcoran, ARC assistant states' Washington representative.

While it used the ATS-6 satellite, the network served some 20,000 Appalachians in courses or workshops in 45 locations over a five-year period. Right now the new network broadens this service through the use of cable and can reach 250,000 people through cable distribution. Later this year we expect to be reaching over a million people.

By the way, the satellite that got lost last December was Satcom III, not the one our folks are using this year.

You have talked somewhat about the future. My last question: How would you sum up what you see for ARC in 1980 and beyond?

Egon Weck

Mr. Krevor: This is going to be a great year for the Commission. We have our internal reorganization behind us. We have a new federal cochairman who has the ability, experience and enthusiasm to hit the ground running in revitalizing the Commission. Governor Rockefeller has begun his turn as states' cochairman, bringing his understanding, experience and enthusiasm for ARC to that top ARC policy position.

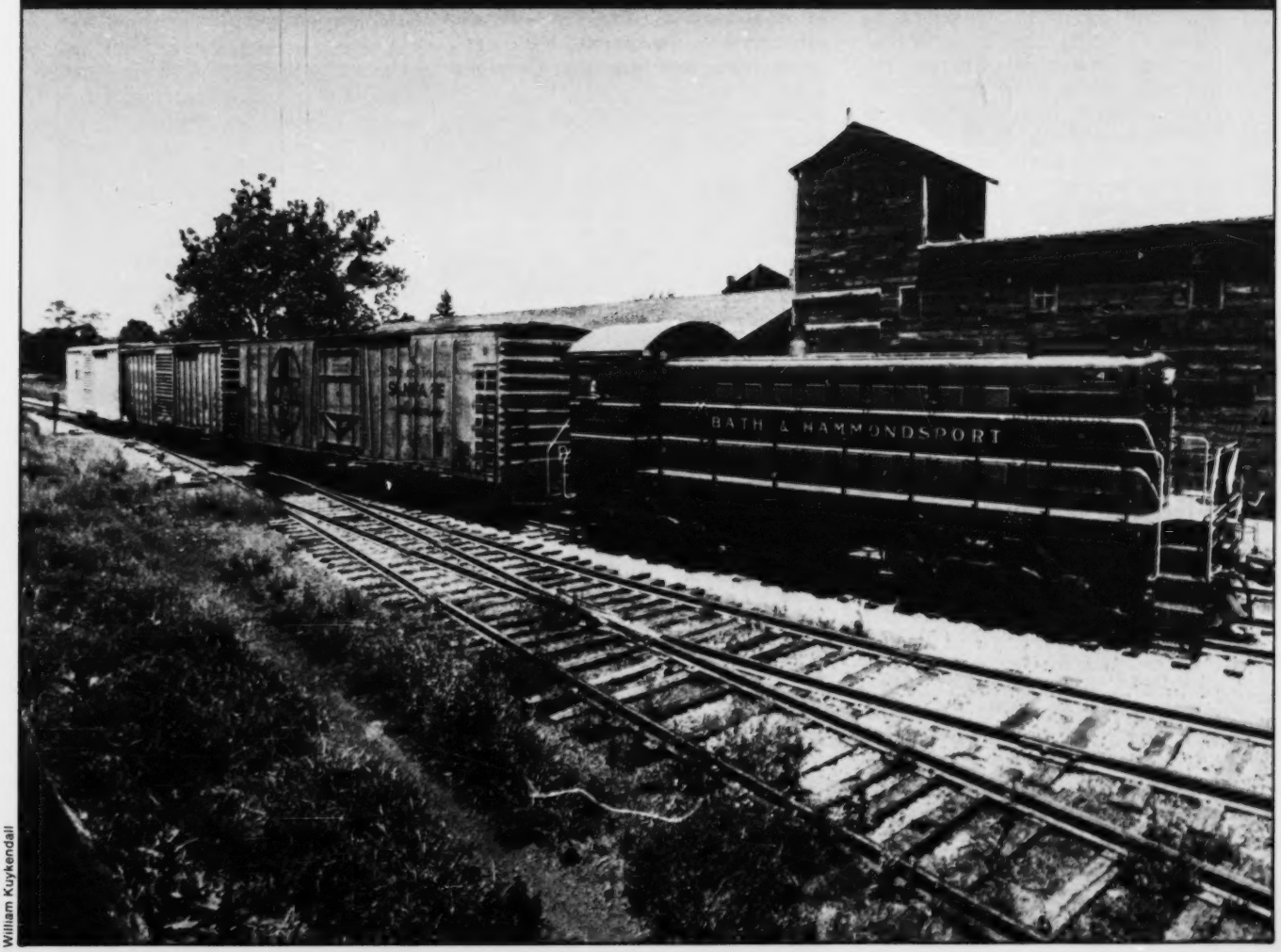
We are close to having new legislation, giving ARC the broadened responsibilities it asked for. It looks as though the nation may finally be getting a national energy policy we can gear into.

All this doesn't mean, of course, that all the problems of Appalachia are going to be solved magically this year—or even during the 1980s. But I believe we can make some solid progress. We can move our highway program ahead not only toward completing the development highway system but to help meet the need for transportation of Appalachia's increased coal production. We can build on past successes in improving health in the Region. Working together with the Appalachian states on action programs, we can get more houses built in Appalachia. We can implement an energy program that helps make the national program work better in the interest of the people of Appalachia. We can begin a decade of partnership with the private sector in which we work together to locate the resources needed to build the kind of Region the people of Appalachia want.

I believe the challenge of the 80s is to help make Appalachia a better place to live and earn a living. And, in doing so, I believe we can demonstrate to the rest of the country that the ARC way of doing business can help make our federal system of government work better. ■

The Little Rail Line That Did

By Anne Whisman



William Kuykendall

Mid morning of almost any Tuesday or Thursday, if you drive onto the Genesee Expressway overpass over the Bath and Wayland railroad at precisely the right moment, you will see a smartly shining diesel engine, labeled "Bath and Hammondsport—The Champagne Trail" clipping off the miles (20 an hour) heading north toward Wayland, New York. It may be pulling a heavy load, perhaps a carload of wood for the furniture factory, or it may be hauling empties to the grain mill at Cohocton, or to any one of the baker's dozen of shippers along the line who depend on the rail for transport.

There is no way you could know, just from the sight of it, how much that little train means to the people of Steuben County, New York, or how hard a lot of them worked to preserve that twice-weekly run of the Bath and Hammondsport train over the Bath and Wayland tracks. But a couple of years ago, there was a real danger that the track from Bath to Wayland would be abandoned and the farmers and industries which had depended upon the rails for economical shipping would have been stranded.

This is the story of how the people of Steuben County, acting through their elected government and local nonprofit organizations, joined forces to save a rail line—and 1,700 jobs.

The Champagne Trail

The late June air in Steuben County, New York, appropriately enough is like wine.

Natives are patient with newcomers who find it difficult to accept that the crystal air and invigorating temperature are normal, routine, everyday June weather. If you liked today, you're in luck, because tomorrow is very likely to be just like it. There may be a mist in the morning—probably will—but it will burn off by 8:30 or 9 and you'll have another beautiful day.

And after a day or so you begin to understand why this is wine country—why vines which once were at home in the valleys of France and the hillsides of Italy, basking in the perfect balance of sun and water and earth, have also learned to trust the climate here and have happily taken up habitation in the hills of this area of southern New York, producing grapes which wind up wearing some of the best-known American wine labels.

Local history says that the grapes were brought tc Steuben County long ago by an Episcopal priest who lived in the county seat, Bath. The success of the transplant led to an industry which is now one of the two prime attractions in the county, the other being the world-famous Corning Glass Works.

The heart of the Steuben County wine-growing area lies on either side of a valley running northeast from Bath to the village of Hammondsport, situated at the southernmost tip of Keuka Lake. A rail line threads between the miles of vineyards, terminating at the Hammondsport station, situated right alongside the lake.

The proximity of this unspoiled body of water, one of the glacial finger lakes of southwest New York, important to the quality of the grapes, also made this valley attractive as a resort area for people of means a hundred years and more ago.

In June of 1979, the railroad now known as the "Bath and Hammondsport Line" celebrated 104 years of operation; in the early days carrying both passengers and goods, now it handles only freight, bringing in 20,000-gallon tank cars of grape juice from California to be blended and processed in the wineries which cluster on the outskirts of Hammondsport.

The Bath and Hammondsport is not your run-of-the-mill railroad. Owned by 38 individual third- and fourth-generation stockholders, shares are not sold for money, but are handed down in families.

William H. Stubbs, president of the Bath and Hammondsport line.

A strong bond of loyalty binds the owners, operators, workers and shippers. No union has ever been introduced into the operation.

The president and chief operating officer, William H. Stubbs, came to the company in June of 1977 from a long and distinguished service in railroading, and one feels that his association with the Bath and Hammondsport is somehow the crowning of his career.

Puffing on his pipe, looking out the expanse of window across the picture-book vista of the lake and countryside, he observes serenely that he has the finest stationmaster's office in America.

The organization Stubbs presides over is small but effective.

The rolling stock of the "Champagne Trail," as it is identified on both equipment and letterhead, consists of two 29-year-old diesel engines, Numbers 4 and 5, one of which operates while the other is lying up in the railyard shop for repairs or maintenance, or just resting. A handsome caboose has been retired to a place of repose near the water's edge, and everything—station house, engines, caboose and the president's trim little diesel import automobile—is all smartly fresh with the same shiny maroon color paint.

Anne Whisman, formerly on the staff of the Appalachian Regional Commission, is now a freelance writer.

All photos in this story by William Kuykendall

The oldest member of the staff of the B & H in point of service is 25-year veteran Edward Stopka, a clear-eyed 44-year-old master mechanic whose wry humor and wintergreen-flavored chewing tobacco help him handle the tension of the twice-weekly run, which may involve long and tedious shifting, picking up and dropping off cars, or may be made difficult by periods of waiting for cars to be loaded or unloaded. In his free time from the railroad, he operates a 140-acre farm.

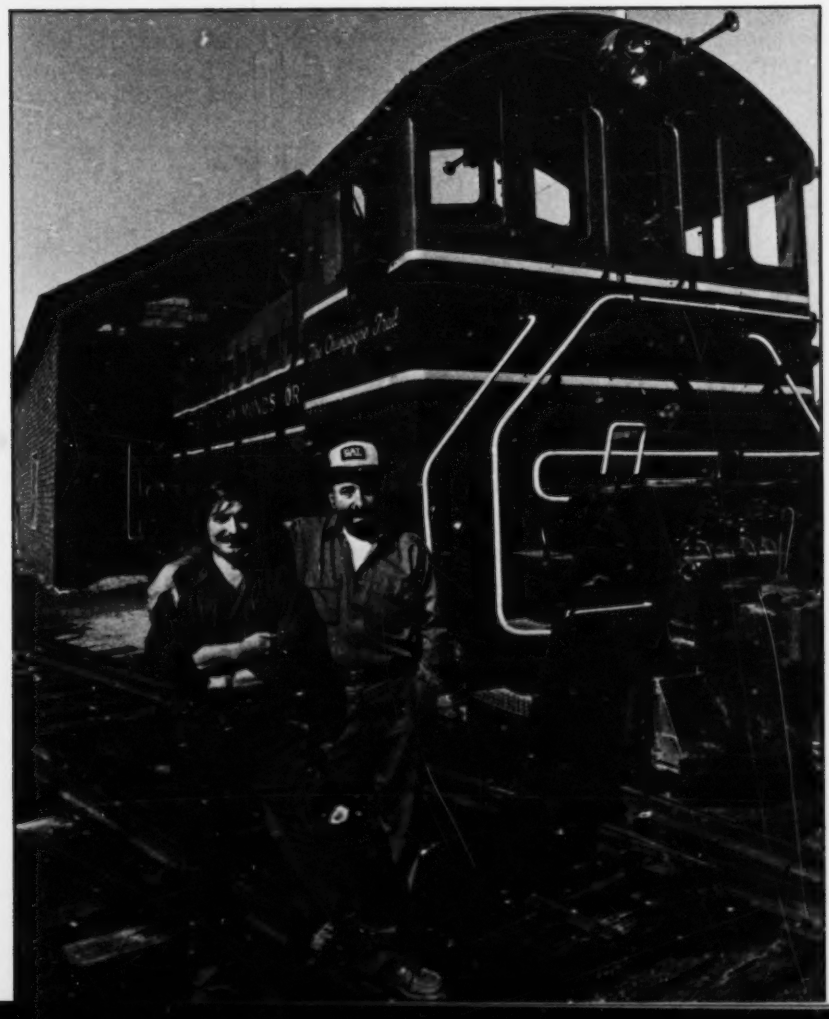
His sidekick on the engine is young Randall Brewer, son of a local sawmill operator, who has been conductor and brakeman off and on for some eight years.

Two section foremen, Dick Turner and Don Zurlick, maintain the track, a matter of regular surveillance and upkeep as needed. Stationmaster/president Stubbs is assisted with the paper work by William Cragg.

While some modern trains carrying up to 100 cars are creating havoc in small towns across the nation, dominating traffic, the B and H operates to a different drummer. Part of the route from Hammondsport to Bath cuts through a farm and a golf course. The ducks and golfers who also lay claim to the area are testy about their rights. As a compromise, the B & H claims that it whistles a warning for golfers, and when necessary flat out stops for ducks.

Thus, the Champagne Line does not always adhere to a rigid schedule, sometimes (for different reasons) varying as much as a day, one side or the other, but the important thing, Stubbs points out, is that the line offers what can fairly be described as custom service, running "as required." Shippers whose needs are not always programmable to a schedule find this makes good common sense.

Edward Stopka, master mechanic (wearing cap), has been with the Bath and Hammondsport for 25 years; his partner, Randall Brewer, for 8 years, off and on.



The Bath-to-Wayland Line

The Erie Lackawanna Railway Company used to operate a rail line northwest out of Bath to the town of Wayland, 20-odd miles up-country. When hard times came to the railroads, climaxed by the U.S. Rail Reorganization Act which created Amtrak (a federally subsidized operating agency for passenger train service) and Conrail (a counterpart for freight transport), the Bath-to-Wayland line was targeted for discontinuation.

As one small segment of a vast bankrupt industry, it was only a flea on the back of a large wounded creature. Nevertheless, the New York State rail plan allowed that the line should be kept alive long enough to have a chance to work something out, a fate better than befell some short lines which were closed down summarily. A federal subsidy designed to meet a "special need" permitted the line to continue operating on a twice-a-week schedule, with the possibility of an extension into 1980. The State Department of Transportation entered into an operating agreement with the Bath and Hammondsport Railroad company to serve the line to Wayland from April 1, 1976, to March 31, 1977, with the possibility of a second year's subsidy included. So instead of turning the Champagne Trail engine around in Bath every trip, twice a week Eddie Stopka and Randy Brewer headed up north to Wayland, perhaps to deliver lumber loads to the

furniture factory in Wayland, or maybe to pick up carloads of grain products to haul back to Bath to connect with Conrail lines for shipment all over the country.

But the industries along the line which had depended on the rail for transport of specific components of their manufacturing process, in and out, couldn't live indefinitely with the uncertainty of temporary subsidization. Some of them had, in fact, planned for early expansion, but if the rail service might be discontinued, how could they gamble on creating new jobs?

In an area with a work force of some 42-43,000 persons and a verifiable 6- to 7-percent unemployment rate, not counting all the despondent job-seekers who had simply given up looking, it was unthinkable that this blow to the economy could be sustained without some effort to rescue the rail line.

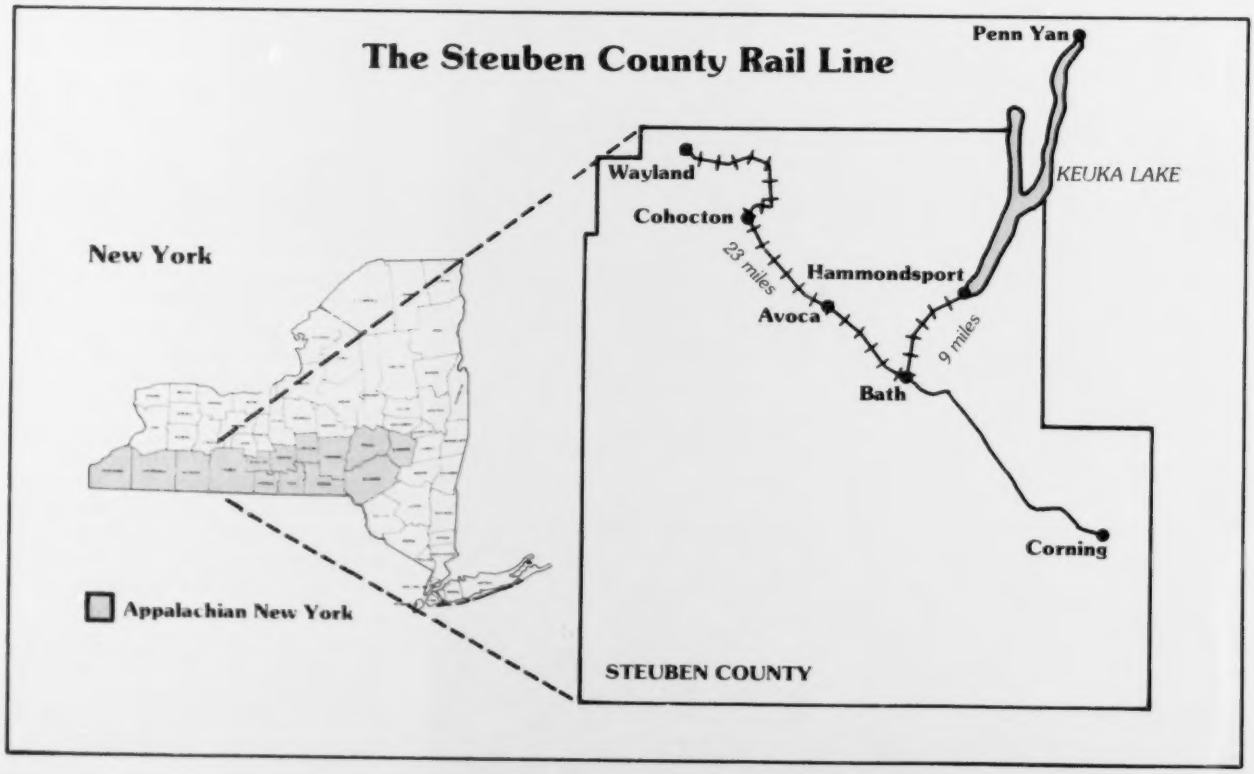
The Purchase

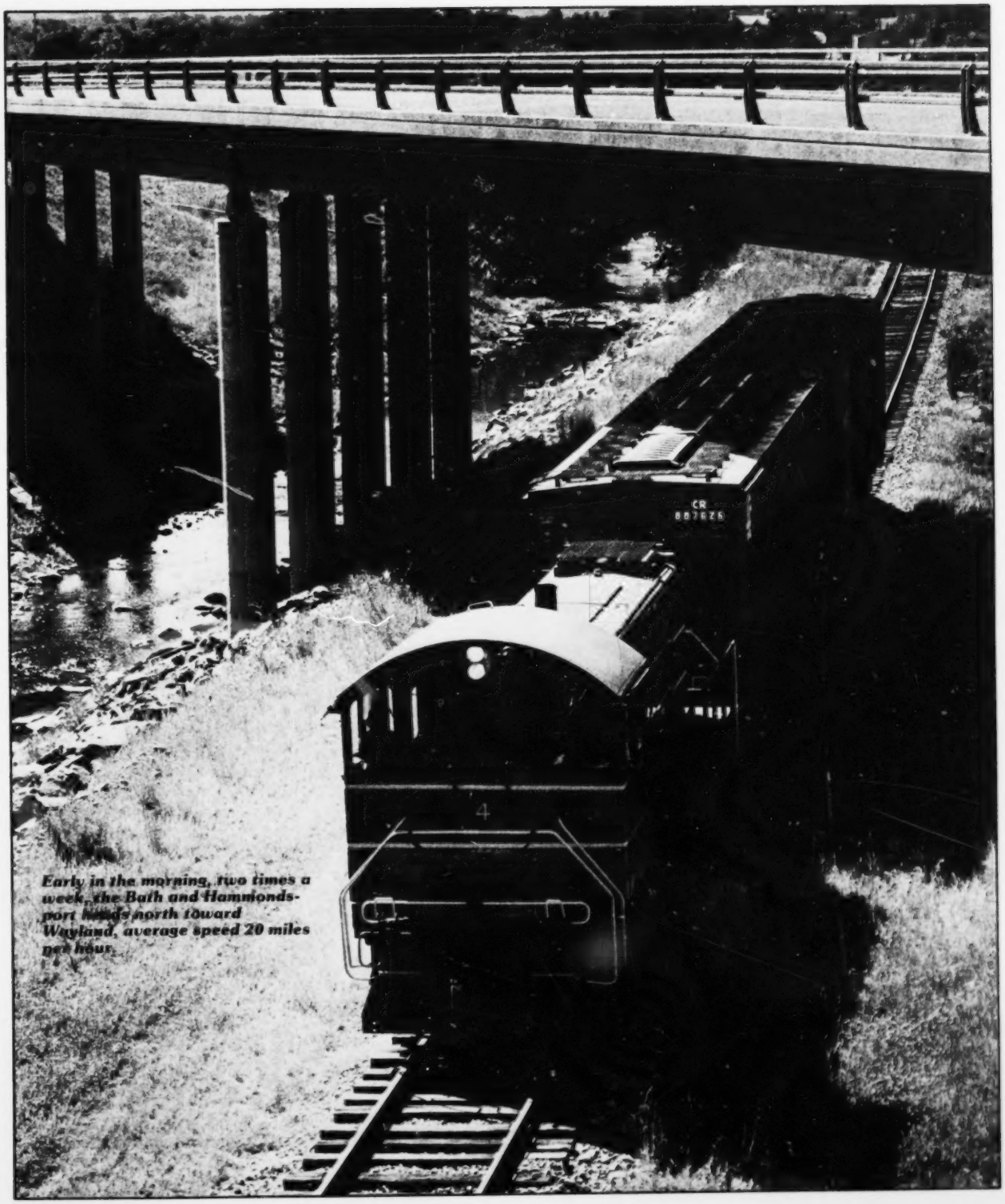
Steuben County is governed by a 34-member board of supervisors which sits in the county seat, Bath. Steuben County and neighboring Chemung and Schuyler counties belong to the Southern Tier Central Regional Planning and Development Board, an Appalachian Regional Commission-funded local development district.

William D. Hess, the board's executive director, and Mike Manikowski, economic development coordinator, whose offices are in Corning, stay in close touch with Corning Crossroads, Inc., described on its letterhead as a "not-for-profit economic development corporation serving Steuben County."

Roswell Crozier, Jr., who is executive director of Corning Crossroads, took an early retirement from his Air Force career and returned to Corning to reestablish roots in the place where he grew up. From his office upstairs over the Chamber of Commerce, he can look out over East Market Street, a pleasant tree-shaded avenue, brisk with new store fronts and remodelings which typify the yeasty activity going on throughout the county. Down the street a couple of blocks is the First Bank and Trust Company, whose president, Bert R. Taber, is chairman of the Steuben County Industrial Development Agency (IDA).

With such a formidable group of allied organizations, each with specific capabilities, there is little that a vigorous, imaginative, innovative community could not tackle in the way of development activities. A long list of projects already undertaken is in various stages of realization. But they agree with each other solemnly that if they had realized at the time how difficult the project they took on back





Early in the morning, two times a week, the Bath and Hammondsport heads north toward Wayland, average speed 20 miles per hour.

in 1977 would be, they might never have started it.

That was when, in the spring, the people of Steuben County decided to buy themselves a railroad.

There is general agreement that Roz Crozier was the moving spirit in the long months it took to finally close the railroad deal, but he is the first to point out the remarkable cooperation and support which characterized the long and complicated negotiations.

The first official and documented step taken by the Steuben County Board of Supervisors was in April 1977.

It seems that the Erie Lackawanna, bankrupt owner of the Bath-to-Wayland line, owed the county and several of its municipalities a large amount of real property tax, maybe as much as $200,000. A condition of the sale of the property to anyone was the payment of outstanding taxes.

On a roll call vote, with 29 members present and voting aye (five were absent), the board of supervisors resolved that if the county could buy the rail line and if, as a result, the taxes were paid, the county would allow the full amount to apply as the local operating share of any federal grants the agencies were able to raise for purchase of the line.

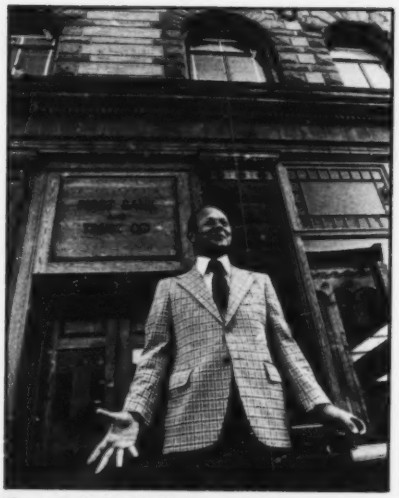
With this paper nest egg as a start, Corning Crossroads, Inc., was designated as the agency to handle negotiations, and Roz Crozier drew up a plan for action.

By the last of May three important clearances, without which nothing can happen, had been hurdled: the state and regional clearinghouse reviews, and an environmental impact statement, all based on a preapplication for federal funding.

The hardest part, Crozier remembers, is that after that, there were no more guideposts to go by. Every time he took a step, he found himself deeper into uncharted areas. Not that trail-blazing was new to him—Roz Crozier had been trying new things ever since he came back home to Steuben County. But buying a rail line had complications no one could anticipate. There were state requirements and federal regulations, and there was Conrail and the Department of Transportation, and there were surveys and appraisals and costs and subsidies and rates and maintenance and shippers and audits and headaches and delays, and there were times when everyone concerned wondered if it has been a good idea.

Doggedly, Corning Crossroads in the persons of Roz Crozier, Bert Taber and Brian Flynn, attorney for the agency, set the obstacles up and worried them down, one by one.

In June of 1977, they made application to Farmers Home for financial assistance to buy the railroad. The answer was quick and definite. No. You would be eligible, they said, if we had the money, but we don't have the money. However, they said, you might try the Appalachian Regional Commission.



Bert Taber, chairman of the Steuben County Industrial Development Agency, is president of the First Bank and Trust Company of Corning.

With the help of the local development district office, they started the chain of contacts, applications, reviews and clearances needed to enable a state to defend projects recommended for ARC funding.

While this process was getting under way, in order to keep the temporary operating subsidy coming until a permanent solution was reached, a joint memo of understanding was drawn up in September, to advise the state department of transportation of the county's intent to purchase.

The memo spelled out the facts:

"Line #1239 is essential to the continued employment of more than 800 industrial workers plus about 450 other workers—about 1,700 jobs are at stake. . ." Proposed expansions involving more than 300 industrial jobs, plus another 150 supportive jobs, would be dropped if rail service were to be lost, the memo said.

Steuben County has about 1,800 active farms, most of them in the area served by line #1239. "The economics of many agribusiness activities depend

Roswell Crozier walked the entire Bath-to-Wayland line before the purchase.

on less expensive rail movement," the memo stated.

Efforts to persuade Conrail to acquire and operate the line had been fruitless. The bottom line: "The county IDA is willing to pursue . . . purchasing the line from the Erie-Lackawanna Railroad—by combining an Appalachian Regional Commission grant and price adjustments resulting from crediting back taxes due the county from the Erie-Lackawanna Railroad Company. . . . We visualize a concept of operation involving the county industrial development agency, rail shippers and a contractual arrangement for rail maintenance and operations service. The commitment of all parties is essential for such a concept to be successful."

Driving home the shippers' part in making the venture possible, the memo specifies that "deficits between revenue generated and expenses will be resolved using a formula jointly negotiated by shippers. Said formula will allocate costs to the shippers and/or segments of the line that generated the deficit."

Operating a rail line is expensive, and while up to now federal subsidies had kept the Bath and Wayland operating, the days of federal support were numbered. There had to be a guarantee of operational support from those who directly benefited from the rail operation—the shippers. And there were inherent problems there. Profit margins vary for various kinds of products. Weight and volume are not always in direct ratio to either cost or profit. A surcharge would have to be worked out to replace this subsidy.

Some shippers were in a better position than others to assume heavy surcharges. A Solomon was needed to arrive at equitable solutions which protected everyone and yet kept the railroad solvent. In a nation with failed railroads more the rule than the exception, it was a large order for one small county to handle.

With one thing and another, it was a year almost to the day, September 29, 1978, before a letter of agreement from ARC assuring the Steuben agency of a grant of $800,000 was signed, sealed, delivered and accepted.

And it wasn't until March 23, 1979, that Roz Crozier and Bert Taber could go to Cleveland, Ohio, on behalf of the Steuben County Industrial Development Agency, to take title for the Bath-to-Wayland line from the trustees of the Erie-Lackawanna Railroad Company.

That same day the maintenance and operating agreement with Bill Stubbs and the Bath and Hammondsport became effective, and the new subsidy arrangements took effect on

LEFT TO RIGHT: Don Abrey, vice president of the Columbia Savings Loan and board member of Corning Crossroads, Roz Crozier and Bert Taber.

April 1. Under the subsidy agreement, a $58 charge would be levied on each car, plus a provisional 10 percent ($5.80), if required to subsidize operating costs. In fact, all shippers began a voluntary payment to the industrial development agency of $58 per car on January 1, 1979, to start building a working capital reserve. By March 31, $3,870.98 had been accumulated.

Operation of the Line

On Tuesday, May 22, everybody who had anything to do with buying the county its railroad was invited to a ribbon cutting and picnic held at the end of the line in Wayland, at the Gunlocke Company railroad station. The station is actually a little past the end of the line, and one more little complication which cropped up when it was realized that the IDA owns the track and Gunlocke owns the station was happily resolved when IDA arranged to give Gunlocke access to the track and Gunlocke gave IDA access to the station.

Ray Lista's Gunlocke business card identifies him as "manager of logistics." Part of what he does is see to it that materials come in to his plant and products go out in the most expeditious and appropriate manner.

Ray Lista (RIGHT) of the Gunlocke Company tells Roz Crozier how many phone calls it takes to get railroad cars.

Lumber is inspected and culls are pulled at the Gunlocke Company before planning is started.

A long-time friend of Roz Crozier and a mainstay in the months of negotiating arrangements acceptable to all the shoppers, Lista is a one-man short course in the problems of transportation in America today, and one suspects that if the powers determining the future of the nation's roads and rails studied in his school for a little while, order might begin to emerge.

Gunlocke, a family-owned plant until recently, when it was sold to Sperry Hutchinson, is the principal employer in the northwest part of Steuben County, and provides work for families living as far as 40 miles away. Manufacturing handsome, quality office furniture, Gunlocke brings in train carloads of furniture-grade wood from the West Coast, stacking it on pallets in the company yards to season. As needed, it is moved into the plant, where workers who explain their responsibilities with obvious pride and satisfaction carry it

through every stage from rough timber to finished product.

Sometimes the process is interrupted, and cases of unassembled parts are compactly packed and shipped to Gunlocke branches in Whittier, California, and Dallas, Texas, where they are assembled, upholstered if necessary and sold.

Gunlocke is an ideal demonstration of the application of appropriate technology in transportation.

For long hauls of raw lumber of subassemblies where weight is a dominant factor and time is not of the essence, rails are ideal. Where small shipments are involved and haste is important, trucks are the conveyance of choice.

Lista, who would use the rail line more extensively—and appropriately, he adds—if there were not the difficulty of getting empty cars when he needs them, spends a lot of time on the phone wheedling rail cars away from other shippers onto the Bath and Wayland tracks.

The rail car shortage is not a problem restricted to short-line railroads. Conrail, the government-subsidized organization created to rescue the freight rail industry, recently bought 34,000 wheels from France to speed up their acquisition of desperately needed rail cars. American foundries are three years behind in the production of wheel assemblies. Continuing efforts are made to import cars from Canada or Mexico.

Roz Crozier would like to buy rail cars for the Bath-to-Wayland line to be in better position to assure shippers that space will be available to them when needed. But the demand for used cars is so great that they are snapped up by word of mouth before small organizations like the B and W learn that they are available. If the B and W did get a line on some, rail people say, chances are they would be more suitable for retirement than for taking a new lease on life.

Rail car manufacturers are carrying a backlog of 100,000 to 120,000 orders for new cars, and while they are delivering as many as 5,700 to 8,500 monthly, the orders continue to collect. No one is sure how long the game of catch-up will have to be played, because many of the cars now in service should be replaced, and deterioration is a constant factor.

Assembly-line operation sees flat boards become designer chairs.

John Bailey

It would theoretically be possible for a small line like the B and W to own cars and restrict them for "dedicated service," but with the average cost of new cars at something over $30,000 each, and the deadweight of running empty gnawing away on operating expense, it is a risky solution, although some shippers find it worthwhile to own their fleet of dedicated cars, according to a spokesman for the Association of American Railroads.

The word heard most often in discussion of the travail of railroads is deregulation. Both sides of the fence, operators and users, seem to agree that regulations which had valid reasons for being imposed in the greedy old days of railroad tycoons are now counterproductive and in fact punitive. No one seems to feel that nationalization of railroad companies is the answer, but a surprising unanimity unites forces not necessarily guided by the same motives, suggesting that if rails were permitted to operate competitively without what are judged to be artificial controls, the nation's transportation would settle down to a system where the transportation mode that does things best would also do them cheapest.

One of the plaintive observations frequently heard from rail operators is the belief that owning, maintaining and paying taxes on the rail lines they travel doesn't equate with the access trucks have to public roads, even allowing for the annual usage fees truckers pay. The B and W purchase makes the industrial development agency—a quasi-public body, and subject to tax forgiveness—owner of the rails and rights-of-way, and the shippers bear the burden of operations.

The Economies of Rail Transport

In Bill Stubbs' upstairs storeroom over the Hammondsport station there is an old Wells Fargo safe, dating back to the early days of the Bath and Hammondsport line. Back then, grapes from the Steuben valley were collected in boxes, shipped by Wells Fargo to the lake, loaded on lake steamers bound for Penn Yan to the north, and from there sent via the Fallbrook Railroad to Syracuse, Rochester, Buffalo and points east and west.

John Bailey, one of the stalwarts who helped Roz Crozier work out the problems standing between Steuben County and its railroad, lives in Penn Yan, county seat of Yates County, at the far end of Keuka Lake from Hammondsport. He remembers when the railroads were the key to the business he and his family have been associated with for at least three generations.

John Bailey's father came to Penn Yan (it was originally 'Penn Yank') in 1903, and acquired proprietorship of the C. H. Birkett, Inc., flour mill in May 1904. The mill had originally been a gristmill, but when the porcelain roller mill was invented in Hungary, Bailey explains, gristmills either converted or died. Mr. Birkett, whose mill had been in operation since 1797, decided to convert, and in the mid 1880s he built a dam to adapt to the roller mill.

In the 76 years the mill has been in the Bailey family, it has come to be famous for its specialization in buckwheat.

John Bailey, who is now chairman of the board of three separate enterprises, one of which is the Larrowe Mill in Cohocton, on the Bath and Wayland line, can tell about the days when "milling in transit" was a system devised by the railroads to provide employment and industry all along the rail lines, and enable small mills to compete with big mills in cities like Buffalo. The way it worked: if a mill was located between the origin of its grain and the final destination of its product, instead of having rates determined only from point to point, a special rate was set to equalize the rates to all other locations along the route. In this way, small quantities could be sold to small bakers and delivered by truck at rates equivalent to the rates for delivery of a carload. The system worked well for the mills, the bakers and the rails, until wholesale grocers moved into the field, small bakers began to be replaced by chains, and the mills had to take their trucks off the road.

Bailey, who saw Hurricane Agnes sweep away five miles of Penn Central's tracks, feels that railroads may have bottomed out and that the day of the train may be coming back. He believes that the economies of rail transport cannot be disregarded. Like Ray Lista, he is troubled by the shortage of cars, and feels that a much larger percentage of in-and-out traffic would move by rail if the cars were reliably available.

Reflecting on the advantages offered by rail transport, he points out, "The short line (B and W) picks up three or four cars at our mill in Cohocton, takes them to Corning where they make up trains to New York or Chicago or Buffalo—a 100-car unit with probably a four-man crew—a head brakeman, tail brakeman, conductor and engineer; they can operate a diesel pulling 100 cars, using far less oil than the 200 trucks and drivers it would take to handle them on the road—but then," he adds, dryly, "I've always been right too soon."

The Outlook

Roz Crozier is busy at present working with William Hess and Mike Manikowski on a proposed water system to be installed in the town of Hammondsport, with ARC and Farmers Home support (which will mean new jobs), and the proposed purchase of a former mobile home manufacturing plant by a metal-working machinery manufacturer. (That too will mean new jobs.)

In his most recent quarterly report to ARC, Crozier reports that the "operation of the line has been smooth and without incident."

"Traffic for the period was 54 cars: 32 inbound and 22 outbound. Revenue generated for the line was $14,548, which included surcharge payments against an operating

expense of $17,337. Expenses continue to remain very close to those projected.

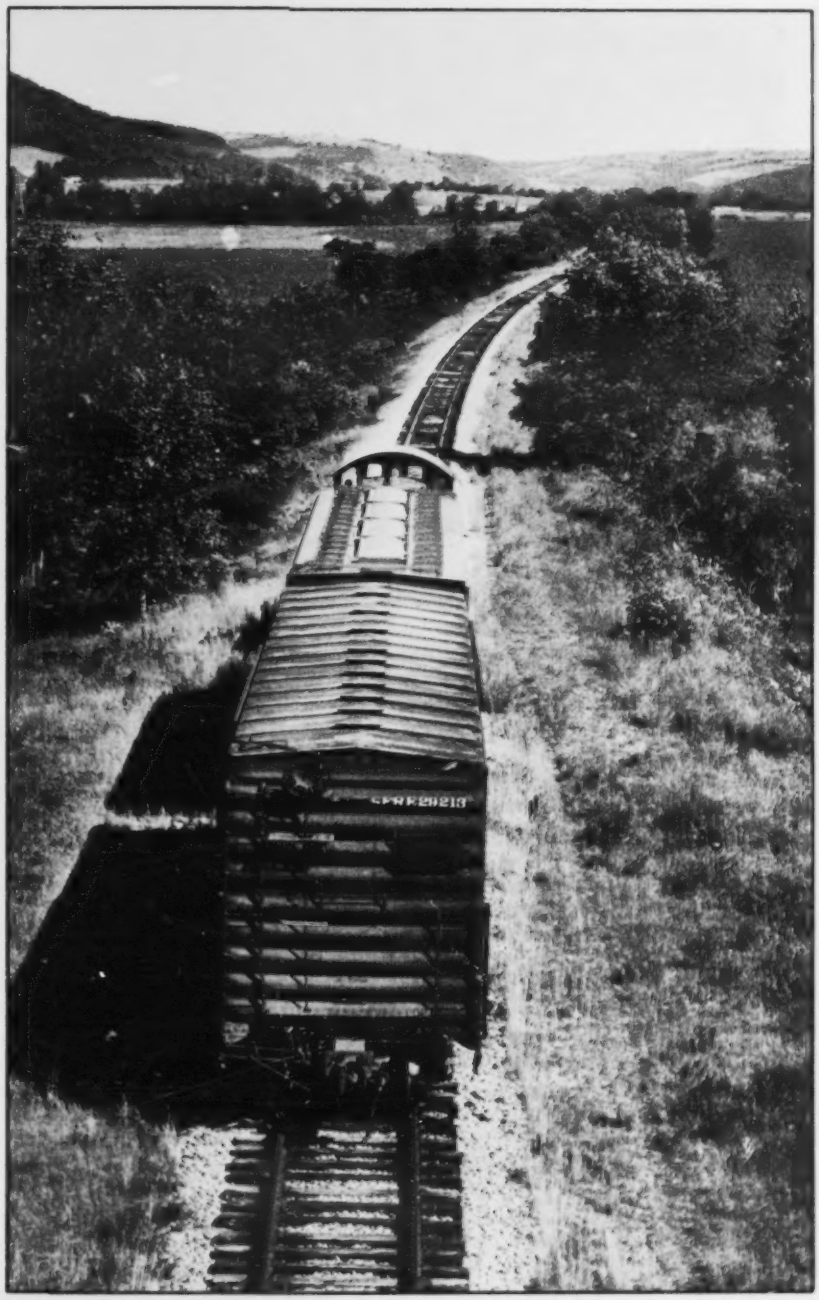
"During this reporting period it became apparent that we would be faced with an operating loss at the end of the year. With the six months' experience generated, we did a detailed review to determine where the losses were occurring. This review agreed that in general terms the Bath-to-Cohocton segment would break even and the loss was occurring from Cohocton to Wayland. We were further able to ascertain a guaranteed income of $440 per trip from Cohocton to Wayland would eliminate the loss. To make that kind of cost economic to the shippers on the Cohocton-to-Wayland segment, it was necessary to reschedule traffic: i.e., no deadhead trips, a minimum of two cars per trip, etc. Such a presentation was made to the shippers and they agreed to the new schedule and to providing guaranteed income at the $440 per trip level."

This system went into effect on October 1. Crozier also reports that a manufacturer of metal-working equipment is moving into Avoca by May 1st and expects to need approximately 35-40 rail cars a year for outbound equipment. He adds that there is a pretty good chance of receiving $90,000 by January of 1981 from the trustees of the previous owners in resolution of the old tax bill, as well as $170,000 of bonds that will mature in ten years.

Back in June, Bill Stubbs guessed that if shipments increased by 20 percent the line would break even, and that if business increased beyond that, the project could be viable. What if the B and W business doubled? Would it put a strain on the Bath and Hammondsport?

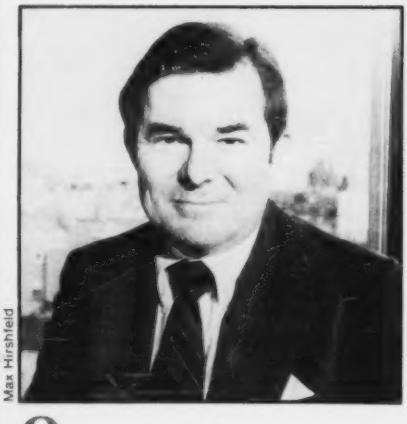
"Nobody puts a strain on my railroad," Bill Stubbs says flatly, clamping down on his pipe. "We have a 30-day cancellation clause."

But looking at the twinkle behind the glasses, and the slow smile which takes the sting out of his words, and remembering one Roz Crozier with his back-up team of John Bailey and Bert Taber and all the rest, it's pretty clear that cancellation would be a most unlikely solution. The line would probably have to buy or lease more cars and add more employees. But no matter what happens—whether it's good, like this, or even bad—this crew can be counted on to work something out. ■



News of the Region

Al Smith Becomes Federal Cochairman of ARC



Max Hirshfeld

On December 19 Albert P. Smith, Jr., a Kentucky publisher and businessman, was confirmed by the Senate as federal cochairman of the Appalachian Regional Commission. President Carter designated Smith to fill the position in October.

Prior to assuming his new position, Smith was editor and publisher of the *News-Democrat* and *Logan Leader* of Russellville, Kentucky, and president of Al Smith Communications, Inc., a publishing company which owns these and four other weekly newspapers serving Leitchfield, Morgantown and Cadiz in western Kentucky and Brentwood in suburban Nashville, Tennessee.

Since 1974 he had been producer and moderator of the weekly Kentucky Educational Television program "Comment on Kentucky." In 1979 he produced and moderated a series of forums with candidates for statewide political offices which were the first such programs televised on a statewide basis in Kentucky.

Smith has served on a number of public bodies in Kentucky, including acting as chairman of the Kentucky Arts Commission and the Kentucky Oral History Commission. A past president of the Kentucky Press Association, he helped draft Kentucky's sunshine laws for open meetings and open records.

Born in Sarasota, Florida, and raised in Tennessee, Smith attended Vanderbilt University after military service in the Army during World War II. He began his journalism career in 1947 in New Orleans and moved to Kentucky in 1957 as editor of the Russellville *News-Democrat*.

Smith is married to Martha Helen Smith, a professional photographer, and has three children.

Two New Appalachian Governors

State of Kentucky

Governor Brown of Kentucky

Governor John Young Brown, Jr., took office as governor of Kentucky on December 11, 1979.

Governor Brown, a native Kentuckian, is a graduate of the University of Kentucky and also holds a law degree from the university.

Governor Brown has held a number of offices on statewide committees and organizations, including the 1975-77 chairmanship of the Kentucky Governor's Economic Development Commission. Governor Brown, a millionaire businessman, began his business career selling vacuum cleaners and later the Encyclopedia Britannica. His first big commercial success came when he purchased the franchise for Colonel Sanders Kentucky Fried Chicken. In 1965 he was named one of the outstanding young men of America by the National Junior Chamber of Commerce. He served in the U.S. Army reserve from 1959 to 1965.

Governor Brown is married to the former Phyllis George. He has three teenage children.

State of Mississippi

Governor Winter of Mississippi

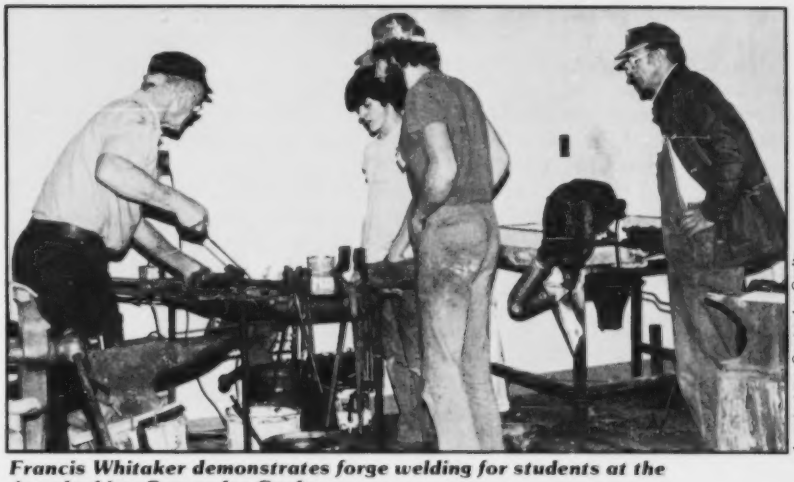
Governor William Winter of Mississippi took office January 22, 1980.

A native of Mississippi and a graduate of the University of Mississippi, Governor Winter is also a graduate of the university's law school. Governor Winter has been a

lawyer in a Jackson law firm, a farmer and a timber grower.

From 1948 to 1976 Governor Winter was connected with state government in various capacities, serving in the Mississippi House of Representatives for three terms, as state tax collector, state treasurer and—from 1972 to 1976—as lieutenant governor. During his term as lieutenant governor, Governor Winter was known for his interest in and active support of open government, education, aid for the elderly and handicapped, and mental health.

Governor Winter is married to the former Elise Varner of Senatobia, Mississippi, and has three daughters.



Appalachian Center for Crafts

Francis Whitaker demonstrates forge welding for students at the Appalachian Center for Crafts.

Appalachian Crafts Center Now Open in Tennessee

The newly completed Joe L. Evins Appalachian Center for Crafts, funded in part by the Appalachian Regional Commission, opened on December 9, 1979. Located near Smithville, Tennessee, this regionwide crafts school will train master craftsmen and beginners in the areas of wood, metal, clay, fiber and glass; it will also offer business training intended to help working craftsmen market their products.

One of the aims of the center is to preserve and promote the Appalachian crafts heritage through frequent exhibits and sales. The opening exhibit of the works of 130 craftsmen went on tour January 15 and will travel to other parts of Appalachia and the nation.

The crafts complex is operated by Tennessee Technological University under a contract with the Tennessee Arts Commission. It will offer a continuing series of workshops led by prominent craftsmen; about 30 workshops are already scheduled for this winter and spring. A degree program for full-time Tennessee Tech students, who would take courses at the center as well as at the Cookeville Tennessee Tech campus (20 miles away), is planned for next fall.

For information about the center's workshops, contact:
Joe L. Evins Appalachian Center for Crafts
Box 5106,
Tennessee Technological University
Cookeville, Tennessee 38501
Tel: 615/597-6801

The Issue Is Land for Rural Women

The percolation process lasted for three days and for at least two long nights. The needs, strengths, abilities and future plans of rural women were carefully filtered through the formal and informal discussions of nearly 250 participants attending the Rural American Women's Conference held in Gatlinburg, Tennessee, on the last two days of November and on December 1. Singly and in groups they came from twelve southeastern states—women from the sugarcane fields of Louisiana, from Tennessee coal counties, from a southwest Virginia food cooperative, from the shrimp-rich coastal region of South Carolina. Women construction workers, artists, community organizers, writers, musicians, communicators and representatives of many other professions and locales put their heads together in a collective effort to evaluate the pluses and minuses of their rural commonalty.

And when the final sifting occurred on the meeting's third day, a single issue lay conspicuously before the assembly: land. What are women's ties to it? How can they gain local control over it? use it wisely? defend it?

Convener of the conference, Rural American Women, Inc., (RAW) defines itself as a "nonprofit membership corporation composed of individuals and coalitions interested to improve the quality of life in rural America." The Gatlinburg meeting was the first of five regional gatherings

in the nation to be sponsored by the two-year-old women's organization. Through the conferences, RAW aims to help rural women develop and channel their powers in ways that will influence the formation and the content of national policies. In addition, the Washington, D.C.-based group hopes that the conferences will assist rural women to improve life back home in their respective communities and to expand their range of economic choices.

A Crucial Issue

That land surfaced as the conference's central theme came as no surprise to many of the participants. And though other subject areas, including economics, education, energy and employment, were given equally serious consideration by the women, it became apparent as the hours wore on that even these topics were tied to the land issue. With a firmer control over the land, the women reason, they will gain an equal voice in making those decisions that directly affect their communities as well as those that touch on such crucial matters as communication, energy, economic development and education.

"Land is a unifying element that binds rural women to one another. In a very real sense, it is what makes us rural," explains Marie Cirillo, coordinator for the Gatlinburg conference. "We can identify with the land's goodness and with its woes in ways unknown to most urban women. So it is not unreasonable that we make the connection between our problems and the problems of the land, our strengths and the land's strengths."

Participants commented that major impediments preventing rural women from enjoying equal opportunities to control land are the massive absentee land ownership conditions that exist in much of rural America, discriminatory (to women) land inheritance and taxation laws, lack of capital for women to buy land and lack of access to that land which can be purchased.

"In this state (West Virginia) six years ago," Judy Stephenson of Hamlin, West Virginia, told others at the conference, "68 percent of the land was owned by outsiders. That number has grown, not diminished, since then . . . It's difficult to construct new housing or develop new properties because we have no access to the landowners."

And Allie Hixson, who teaches school in rural Kentucky, added: "We've got to get back control of the land—that's basic. The number of farms that are disappearing, due to foreign takeover or agribusiness, as well as the mounting debt of farmers, is alarming. Farm women, especially wives, are not getting recognition, rights and credit that they should. . ."

Recommendations and Future Plans

As the conference drew to a close, its participants (many of whom are leaders in their home communities) summed up the days' deliberations in five specific recommendations that spell out the role RAW can play in rural women's struggle to control land. The women called upon RAW to:

- create structures to mediate between conflicting uses of the land—for energy development, economic opportunities, conservation, recreation
- act as a legislative advocate to guarantee equal rights for women to own and inherit land, and to work to eliminate discriminatory land taxation laws
- establish funding sources which women can use to purchase land
- create a skills development center in the southeastern United States to share practical skills people need to live with the land
- provide information about how women can work together to own, manage and preserve the land.

Shortly after the conference, RAW staff and board members met to formulate a plan of action based on the five recommendations. The organization's leadership was determined that something much more concrete than the usual policy papers produced by conferences result from the Gatlinburg meeting.

The major follow-up activities planned will require a great deal of assistance from outside RAW. A proposal will be submitted to several government agencies for funds to find ways for rural women's groups to become involved in federal, state and local programs that are concerned with land use, rural development and the formation of rural economic policy. In particular, RAW would like rural women's committees to serve in an advisory capacity to the Departments of Energy and Agriculture.

Another major undertaking being considered by RAW is the systematic gathering of information to reveal exactly who controls the land at the present time and distribution of this information to the people who need to have it—public officials, citizens' groups and others.

And there are other tentative plans as well. A theater group that would travel to rural communities with a dramatic presentation depicting the historical and emotional ties that exist between people and the land is one. And RAW is working to get funds for a survey of the energy needs of rural women who live in the twelve-state area covered by the conference, especially those in the low-income bracket, and of their perceptions of energy agencies and companies. What have these organizations done and not done for them; what they can do for them in the future?

RAW believes that its follow-up program, especially its top-priority

concentration on the land issue, will help to decrease the sense of isolation felt by many rural women. Participants at the conference left convinced that working together is the route they must take. As one South Carolinian put it, "We're our own greatest resource."

For further information contact:
Rural American Women, Inc.
1522 K Street, N.W. Suite 700
Washington, D.C. 20005
(202)785-4700

Rural American Women

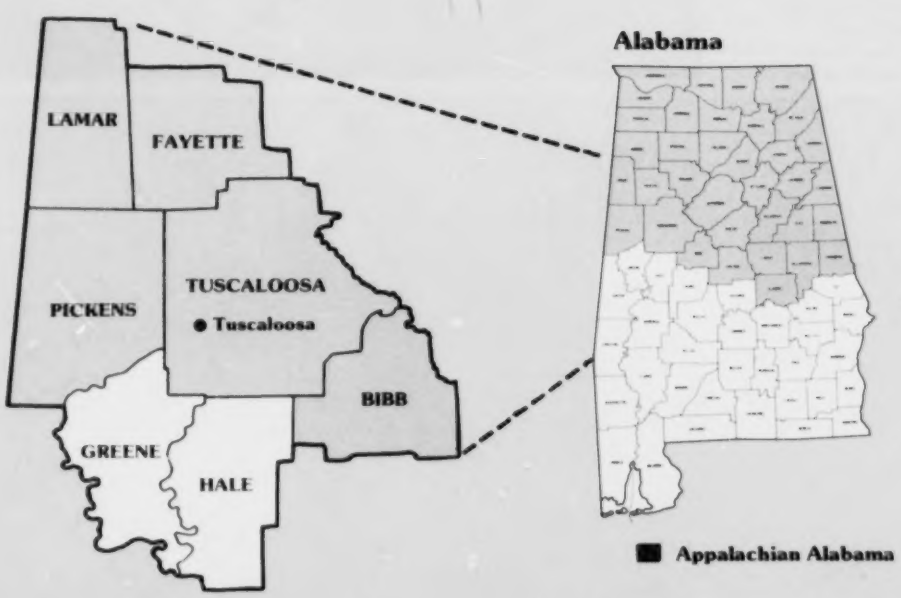
Rural American Women

Three workshops at the RAW conference gave participants instruction in videotaping, photography and writing. RIGHT: Carolyn Karr's photography workshop. BELOW: The video workshop filming the conference.

Reach Out and Touch Someone

West Alabama Designs a New Emergency Link

By Mercy Hardie Coogan



Among the paramedics and emergency medical technicians who staff the West Alabama Emergency Medical Services (EMS), an all-time favorite joke runs something like this: *Journalist to paramedic:* I understand that the West Alabama EMS's communications system is a technological first and that all kinds of people rate it as the best system around. But it sounds so complicated. Do you find it workable, easy, efficient?

Paramedic (wearing a broad Alabama grin): Easy? Why our communications system's so simple to use that even the *doctors* can operate it.

If Dr. Philip Bobo or any of the other three emergency medicine physicians who staff the emergency room at the Druid City Hospital in Tuscaloosa happen to be present when this particular bit of humor slips out, a session of good-natured banter ensues, with the paramedics on the receiving as well as the dispensing end. Something of the emergency system's overall esprit de corps is evident in the friendly give and take, and the outsider cannot help but feel that the people who make the West Alabama system work enjoy doing what they do.

Mercy Hardie Coogan is on the staff of *Appalachia*.

A Real Emergency

But all vestiges of tomfoolery vanish when the paramedics' walkie-talkies signal an emergency call. It is a matter of moments before they are in their vehicle and, with lights flashing and siren blaring, following the central radio dispatcher's directions to the site of what at first glance appears to be a minor collision. In a shallow ditch off a country road, a car is fender-to-bark with an unyielding pine tree. The driver, slumped over the steering wheel, is unconscious.

Paramedic Thomas LaClair reaches the victim first. His partner, Michael Couch, navigates the fire department ambulance into a position close to the wrecked car.

"It's a heart attack, Michael," LaClair calls to his partner. "Bring the oxygen and the set."

The "set" is really two compact cases that contain a one-watt ultra-high-frequency (UHF) radio transmitter with an earphone headset and attached mouthpiece and an electrocardiogram (EKG) machine (to measure the heart beat). While medic Couch administers the oxygen, LaClair works the EKG. He dons the radio headset, sets the EKG machine into operation and with a special touch-tone pad that substitutes for a telephone dial, dials the Druid City Hospital, 40 miles away.

"We have a female, probably mid 30s, suffering from an apparent heart attack," LaClair tells the nurse who answers the hospital's special emergency medical control telephone. The nurse summons the physician on duty, Dr. Bobo.

"The patient is unconscious," continues the paramedic. "She has no pulse or respiration, and our EKG scope shows she is in ventricular fibrillation."

The physician receives verification of the patient's condition as her EKG is transmitted via the radio set to the hospital's emergency room monitor. One look at the partially completed EKG strip is enough for the doctor. He interrupts the paramedic's report and instructs him to administer an injection of one amp of sodium bicarb to the victim and to employ defibrillation in an effort to shock the woman's heart back to life.

Quickly, one medic attaches electrodes to the victim's chest while the other gives her the injection.

"It's still no go," LaClair tells Dr. Bobo.

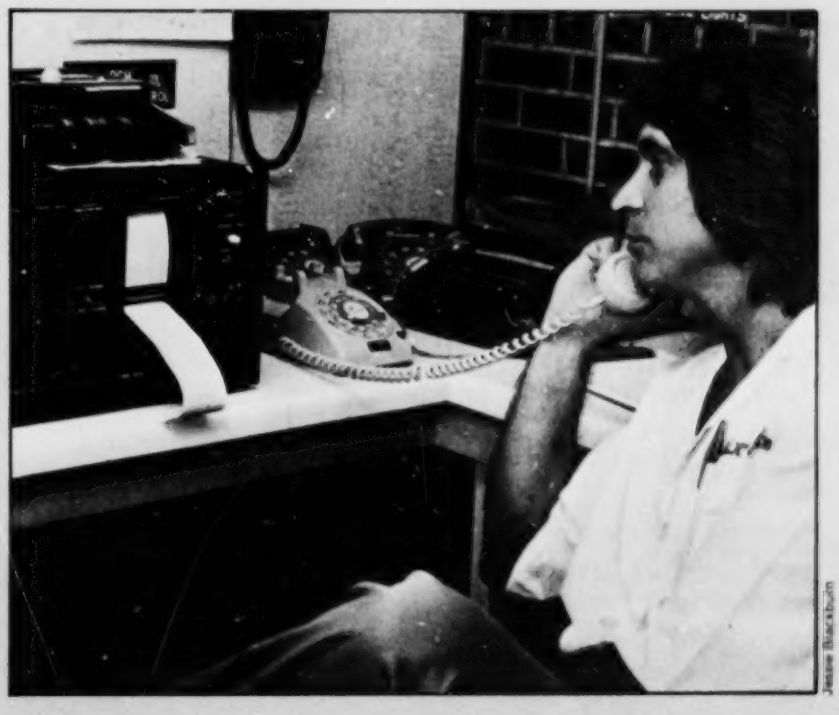
The doctor then orders the medics to begin an intravenous supply of a stronger drug and to try defibrillation once again.

A minute passes.

"Okay, we have a heart beat," reports the medic. "And breathing."

The initial crisis passed and the woman's heart beat and breathing stabilized, Dr. Bobo directs the ambulance team to take her to the nearest hospital. LaClair and Couch are part of the Tuscaloosa County Fire Department's rescue squad and would ordinarily transport the patient back to Druid City Hospital. But because the accident has occurred in a very rural part of the county, the nearest hospital is one in a neighboring jurisdiction. So the paramedics acknowledge the doctor's

Dan Messner



Jesse Blackburn

(ABOVE) Paramedics check a victim's vital signs at the site of the accident while (BELOW) Dr. Bobo listens to their comments and reads the victim's EKG strip, which is being transmitted via the new system.

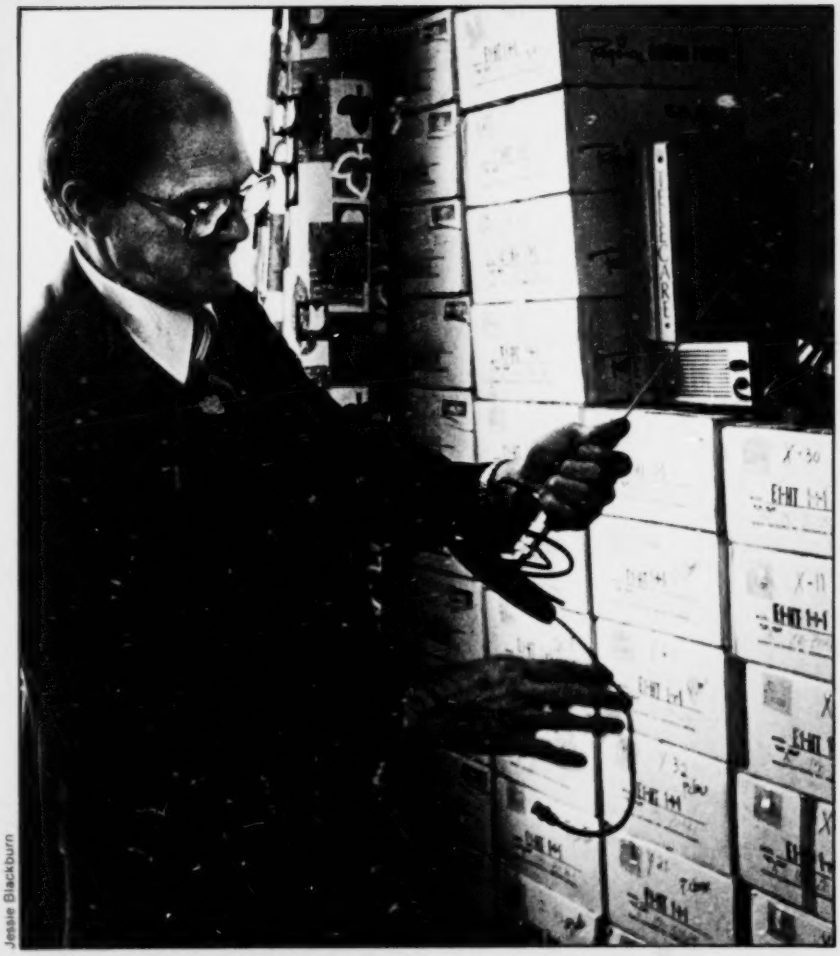
instructions, tell him which hospital is closest to them and at the same time dial that hospital's special emergency room telephone. In conference call fashion, Dr. Bobo is connected with the local hospital and the paramedics with both.

When the phone is answered by the emergency room nurse, the doctor explains to her that a heart attack patient will arrive at the hospital shortly. He tells the nurse what already has been administered to the patient and what further treatment will or may be needed. Dr. Bobo realizes that the small hospital does not have an emergency room physician on fulltime duty. He asks where the doctor on call can be reached, terminates the conversation with the nurse and asks the paramedics—who have been listening to the exchange between the doctor and the nurse and who, by this time, have the patient secured in the ambulance and are leaving for the hospital—to dial the local doctor's clinic. In this way, Dr. Bobo can speak directly, without delay, to the other physician and explain to him or her exactly what has happened and what to expect.

The entire procedure, while seeming a drawn-out affair in written form, actually occurs within minutes. It has to. The most important outcome of this particular incident was, of course, that the female victim's life was saved. But the reality of *how* it was preserved is important, too. The combination of skill, timing and technology that enabled the paramedics and Dr. Bobo to provide quality on-the-scene emergency care was no fluke. It is the result of the strong commitment of a lot of people to developing a Grade A emergency medical care system and seeing that it is available for those who need it.

The Right People—The Right Equipment

Where West Alabama EMS is concerned, Ned Butler is one of the right people. He designed the West Alabama EMS communications system. He says that the system is the best in the state, probably the best in the Region, likely the best in the country. Ned Butler is not modest about West Alabama EMS in general, its communications setup in particular. After all, he says, what good is a topnotch bunch of paramedics and emergency medicine doctors, modern ambulances and excellent emergency care equipment if there is no sure-fire way to hook them all together and make them into a single, effective unit?



Jessie Blackburn

At the West Alabama EMS office, Ned Butler examines new radio equipment for the communication network.

"I'm just a country boy from Alabama," Butler is heard telling a visitor to the EMS organization's office in Tuscaloosa (and again, there is that Alabama grin). "I own this little old radio station in Tallahassee. We play country and gospel music mostly, and a little bluegrass every so often. And I'll tell you the truth, I learned the radio business the hard way—by doing it since I was 16 years old. Anyway, a few years ago the Governor [George Wallace] asked me to help out with the state's telecommunications system—EMS included—and that's how I came to get involved with this gang in West Alabama. I think I told you that this is the best EMS outfit in the country."

Not many people are taken in by

Butler's "Alabama country boy" ploy. For not only is he a very successful businessman and the state's director of telecommunications; he is also an EMS communications consultant for the Department of Health, Education and Welfare's Region IV, which encompasses eight states. So when he declares that the West Alabama system ranks way above average, he is basing his judgment on solid, first-hand knowledge.

"There is not another EMS communications system like the one at West Alabama that I've ever seen or heard of," he states. "We designed it especially for rural areas where distances are great and hospitals and doctors are few."

Most emergency calls answered by rural EMS paramedics and emergency medical technicians are not life-or-death cases. Many people aided by emergency teams never require hospitalization, while those who do generally can be treated at any of the area's small local hospitals.

But when a real emergency arises—like the one already described that was handled by the Tuscaloosa team— it is essential that the medical care be the best there is. In instances like those, an emergency system's most vital link is put to the test: can the paramedics make the contact they need with medical control?

Medical control is the single hospital given overall responsibility for paramedic direction in an entire EMS area. Druid City Hospital is the West Alabama system's medical control. Unlike small rural hospitals, medical control (which is usually located in an area's largest city) has at all times the people and equipment needed to meet any emergency. Unless all EMS teams have the means to plug into medical control—immediately and without interference—an emergency system cannot be called first class. Neither is it sufficient for a system to have access to medical control "most of the time." Paramedics and emergency medical technicians are not doctors. They are both trained to recognize the level of seriousness of a victim's condition and to provide care on the scene. Paramedics are also trained to perform advanced life-support assistance. They are an EMS unit's heart and hands; medical control is its brain.

"What we did, then," Butler explains, "is come up with a way to guarantee the emergency teams a direct line to medical control—all the time. They can be 80 miles away in the middle of nowhere and in seconds be talking with a doctor at Druid City Hospital. And what I love about it is its simplicity."

Jessie Blackburn

Not all accident calls answered by the EMS teams are fatal. The victims of this one required only minor treatment from the paramedics.

Paramedic Thomas LaClair reads an EKG strip at the scene of an accident. The macine at the left is the radio transmitter that connects the paramedics with the hospital and transmits the EKG reading to the emergency room monitor.

Jessie Blackburn

Before the West Alabama communications system is described in detail, it might be helpful to list some general characteristics shared by nearly all rural EMS organizations. In most cases, a regional EMS covers several counties. West Alabama's, for instance, includes these seven: Bibb, Fayette, Greene, Hale, Lamar, Pickens and Tuscaloosa. And many emergency systems' ambulances, equipment and personnel come from a range of various organizations. In Tuscaloosa County's case, all emergency calls are answered by the city fire department rescue squad and the private ambulance service. But to the south, in very rural Hale County, rescue workers are members of separate volunteer groups. In other areas of the nation, there are EMS

groups made up of police or sheriff department rescue squads as well as of independent emergency aid organizations.

In many EMS areas, emergency vehicles are equipped only with VHF simplex radios. These radios are used to talk directly to the local hospitals. When the distance between the point of transmission (an accident site) and the receiving point (a hospital emergency room) is considerable or when the intervening terrain is mountainous, these radios cannot be counted upon in every instance to carry a clear message. In addition, the special medical frequencies that are assigned to EMS radios by the FCC (Federal Communications Commission) are often blocked by nonemergency talk—paramedics explaining a minor accident to a dispatcher, EMS business being carried on over the emergency frequency, etc. When this occurs, there is no possible way for another emergency team that requires a doctor's assistance to interrupt and utilize the busy frequency.

A third serious problem with simplex radios is their inability to operate in a way that permits a listener (doctor) to interrupt a speaker (paramedic). Unlike a telephone, this type of UHF or VHF radio is capable only of handling one-way communications—one either listens or speaks into the transmitter. So that a doctor in an emergency room who is listening to a paramedic's detailed description of a victim's critical condition must wait until the paramedic concludes before questions can be asked or life-saving directions given. Conversely, in a telephone conversation, the doctor need not waste precious seconds listening when he or she has already grasped the seriousness of the victim's condition in the medic's first few sentences or in the first tracings on an EKG monitor.

"On a regular simplex VHF/UHF radio," explains Ned Butler, "a button must be depressed when sending a message and released when receiving one. When the sender has the button depressed, there is no way for the receiver to interrupt. This was one of the West Alabama doctors' main objections to the use of radios. They wanted us to come up with something better. Something like a telephone. And that's exactly what we now have."

Jessie Blackburn

Paramedic Michael Couch administers oxygen to a victim who has collapsed in his home, while LaClair prepares to communicate with the hospital emergency room.

RTSS

At the heart of the West Alabama communications system network is the radio/telephone switch station (RTSS). Put simply, RTSS works by taking an ordinary radio signal and connecting it through a computer linkage to the public telephone system. A detailed description of the RTSS—in engineer's parlance—is available from West Alabama EMS or from Ned Butler's office in Montgomery [addresses listed at the conclusion of this article].

In lay terms, the process begins when paramedics arrive at an accident scene and realize that assistance from medical control is needed. If the victim is some distance from where the ambulance is situated (in a home, for example), a small portable one-watt radio transmitter (with earphone/microphone headset) is used. It can be operated outside the emergency vehicle, as close to the victim as necessary. But because the single-watt radio's signal is too weak to carry to one of the large receiving antennae, or base stations, it obtains a power boost from the UHF vehicular repeater (also a radio) in the ambulance. The repeater, having been tuned to the channel designated for the area the ambulance is in, relays the signal to the RTSS at one of the eight base stations. The medic dials (using a touch-tone pad) the special EMS telephone number of medical control's hospital emergency room. This radioed telephone number is

converted into a typical, garden-variety telephone call. Each RTSS is preprogrammed with the special number for the hospital emergency room. Medical control has two such numbers, and, because they are known only to EMS personnel, there is no chance of the emergency phone's being tied up with nonemergency matters. So far, two numbers have proved to be enough for the system.

The emergency room is equipped with a standard medical console which makes it possible for the paramedics to send an EKG strip through the one-watt radio and the repeater to the RTSS, and then over public telephone lines to the hospital emergency room, where it is converted back into a strip of tape the doctor can look at—at the same time that he is talking on the telephone.

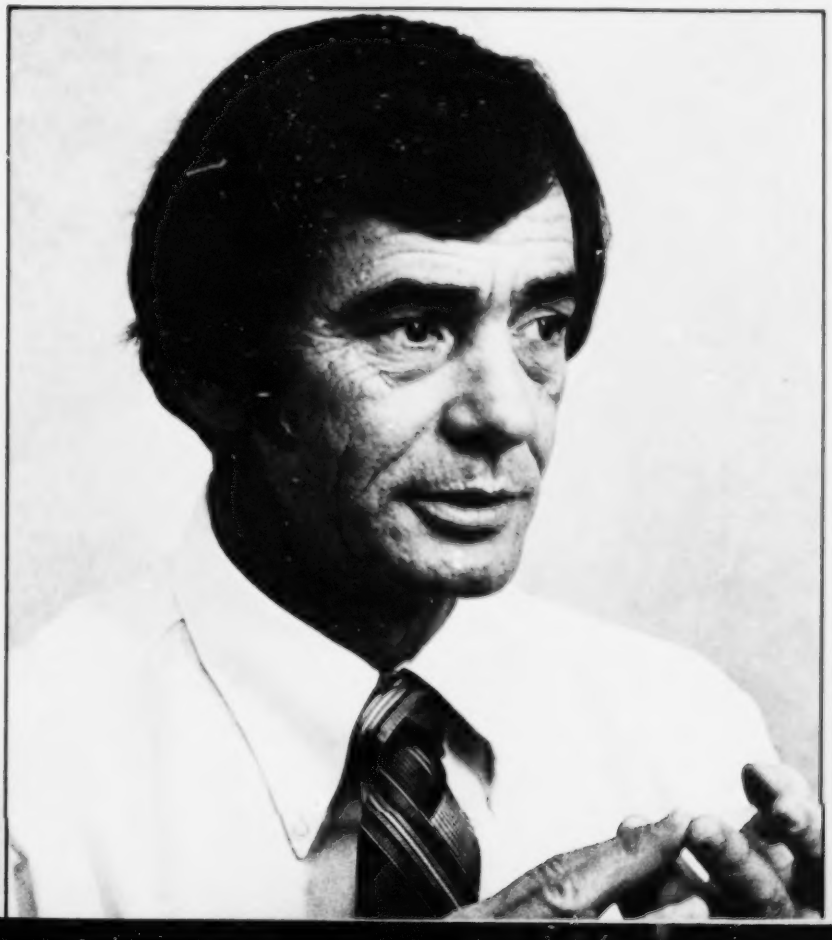
"The beauty of our system," says Dick Looser, director of West Alabama EMS, "is that our teams can go out into the middle of a cotton field or into the woods and provide life-saving measures right then and there. Our paramedics and emergency medical technicians are well trained. Our communications system is practically fail-proof."

Besides the obvious and most important advantage of quick, direct contact between the paramedics and the physician, RTSS provides West Alabama EMS with some worthwhile secondary benefits. It eliminates the human error and confusion that can result when paramedics must carry on all communications through a central dispatcher. Once the medics receive the initial information on their radios, i.e., the location and type of accident, there is no further need for communication with the central dispatcher.

Dan Meissner

This RTSS switch box is located on the top floor of Druid City Hospital in Tuscaloosa.

Dick Looser directs the West Alabama EMS.



Jessie Blackburn

Other potential problems erased by RTSS are mechanical ones. No longer does a doctor have to worry about whether or not he or she can operate a radio set-up in a tense emergency situation. Using a telephone requires no extra effort, no tricky technique. In addition, there is no fear that emergency calls will go unanswered, as happens on occasion when a radio receiver's volume is turned down by a harried nurse or doctor because its traffic seems only to add to the frustrations of a busy, noisy-enough emergency room.

"When radios were first introduced in EMS communications," Dick Looser states, "we had the same push-to-talk types used by law enforcement groups. There simply was no other choice. And the problems were many, most of them stemming from human mistakes in the operation of equipment not specifically designed for medical communications."

With RTSS, however, the problems have been minimized, and the positive effect on total patient care has been multiplied a hundredfold.

Designing and Paying for EMS Communications

"What people need to realize," counsels Ned Butler, "is that trying to reinvent the wheel is a perfect waste of time. What I mean is, I listened to what the folks in West Alabama said they wanted and needed and decided that the answer had to be with that old stand-by, the telephone. And since Alexander G. Bell had saved us the trouble of inventing that, we were able to get busy with the rest of the system."

The best way to go about designing a new EMS communications system, Butler believes, is to involve the new system's users—nurses, paramedics, doctors, EMS officials. Their first concern will be for optimal patient care. And after that, for a communications system that does not add to their labors. The doctors and nurses with whom Butler conferred said they wanted a system that was simple to work, and quiet—one that did not entail a lot of noise in the emergency room. The paramedics stated that they could really use something that left hands free to assist a patient. And one where they could talk to someone at the scene of the accident before they ever arrived, to give preliminary instructions on treatment.

"I jiggled all that around for a while," he says further, "came up with some ideas of my own, then talked with various engineers from the telephone company and with people I know in the radio business. It took some doing, but what developed was well worth the effort."

The system Butler put together is not a complicated one, but it took ingenuity to design a system with exactly the kind of interrelationship between telephone and radio that West Alabama wanted. This system makes the essential connection between outlying rural areas and a central medical control but avoids some of the expensive methods of accomplishing this. Microwave, or telephone lines reserved exclusively for the system, for instance, might have worked well but would have been much more costly.

In Dr. Bobo's mind, the beauty of the communications system is that it establishes uniform treatment for emergencies in all seven counties and makes the sophisticated medical knowledge of Druid City Hospital available even in remote rural settings. "It works," he says, "because we planned it thoughtfully and because we have people who understand the importance of communications in a really sound EMS program."

As director of Druid City Hospital's emergency room, Dr. Bobo has witnessed some of the worst and the best aspects of emergency medicine. The considerable input he provides to the EMS is based on both his experience and his medical training in the field of emergency medicine. As he sees it, emergency medicine is never static, but is in a state of constant turmoil.

"To keep up with the challenges of this field," he says, "you have to always be figuring out new angles—new and better ways to help the emergency victim."

So Dr. Bobo is an energetic promoter of all levels of emergency care, communications included. It was he, for example, who was instrumental in furnishing local physicians throughout the seven-county area with pocket radios (walkie-talkies). These instruments can alert doctors to medical emergencies that require their on-the-scene presence. In rural areas especially, severe shock and trauma are grave threats to accident victims. The sooner a physician can attend to a severely injured person, the greater are his or her chances of avoiding or reversing shock and, consequently, staying alive.

Dr. Bobo also can be credited with winning support for the RTSS system from physicians in the EMS area. He personally spoke to the doctors, assured them that the radio-telephone operation would not evolve into a situation where a large hospital attempts to dictate to its neighboring smaller hospitals. He explained that the roles of medical control and of the rural hospitals were of necessity ones of mutual need and service.

"I wanted the local doctors to know that we can help them, that they can help us, that together we can have an ever-stronger EMS program. But to make the system work as we intend it to, the doctors must be knowledgeable about and willing to utilize such innovations as RTSS," Dr. Bobo explains.

Dr. Bobo tells of one older physician from a rural part of the area who has no problem at all turning to Dr. Bobo, who is younger, for advice on emergency medical care. About once

EMS Publications

West Alabama EMS publishes a number of useful brochures and booklets designed to prepare citizens to help themselves in emergencies. Two such publications are "This Information May Save Your Life" and "Emergency Aid—What To Do Until Help Arrives," the latter prepared as a handbook for "rapid responders," volunteers who take 30-hour courses to certify that they are qualified to offer immediate help in emergencies until professionals arrive on the scene. For a complete listing of the material that may be obtained from the EMS, write:

West Alabama EMS
P.O. Box 911
University, Alabama 35486

a week or so, this septuagenarian calls medical control for one reason or another. "He told me a couple of weeks ago," recalls Dr. Bobo, "that there were two good things about our system: one, he got help with problems and, two, he got to talk with another doctor once in a while."

For the West Alabama EMS, the initial cost of putting doctors in direct communication with one another and with paramedics and emergency medical technicians via RTSS, ran to about $350,000. That is considered a relatively moderate price tag for a good communications system. The Department of Health, Education and Welfare paid for the bulk of the system (i.e., antennae and telephone switch boxes), which was developed and installed during the four years the EMS received its main financial support from that federal agency. (ARC awarded the EMS $90,000 over a four-year period for the purchase of basic life-support equipment for the hospital emergency room and the ambulances.) Now, state and local funds maintain West Alabama EMS.

It is the actual operating expenses, however, that endear the RTSS system to Alabama's state and local officials. West Alabama EMS pays the telephone company only for the calls it makes, just as individual telephone users all over the nation do.

"Let me sum it all up for you," insists Ned Butler. "There are three reasons why the RTSS system is—beyond a shadow of doubt, as the lawyers say—the real leader of the pack. It is simple in design and operation. It is relatively inexpensive. And it puts outlying areas in contact with emergency centers quickly and reliably." ■

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Jesse Blackburn

Building Houses in Appalachia: The Nonprofit Motif

By William E. Hanson

When Billy Joe and Janice Bragg lost their home in a fire on May 21, 1977, things looked bleak indeed. They had no insurance on the house. Eighteen years of hard work and investment were gone in a few hours. With five children ranging in age from 12 to 18, they had to have some place to live, but Billy Joe, who had built the house himself, could never repeat his original effort. After years of work on the construction of high-power transmission lines, he had been disabled in an automobile accident and had now been unable to work for some years. The family had to move into a camper, temporarily, using the cellar of their burnt-out house for the overflow of family activities and possessions.

In their rural West Virginia community near Beckley, the chances of getting the help they needed to rebuild seemed remote indeed. How could they scrape together the money for a new house? Where would they find a builder who could put up a house they could afford?

But there was an answer: a small nonprofit organization called Family Homes Cooperative (FHC). Thanks to FHC, today the Braggs not only have a new house but one that is much more energy-efficient than the house that burned down.

This article recounts not only the story of how FHC helped the Braggs but of how several other nonprofit housing development corporations have helped *their* communities. Offering a combination of dedicated volunteers and professionals and the ability to adapt to a diverse range of community needs and characteristics, nonprofits have produced a wide variety of types of housing designed to meet many different circumstances.

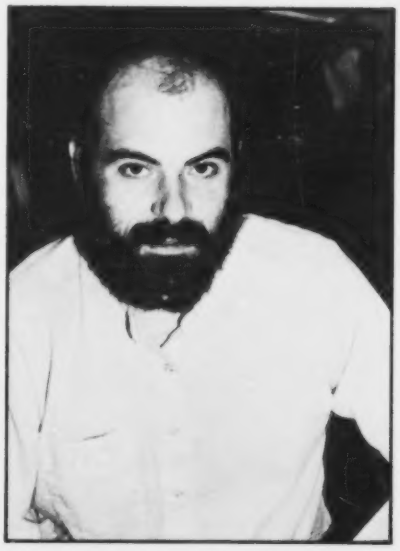
And in Appalachia the importance of any contribution to good new housing can hardly be overestimated. The Region today has a real problem with its housing stock, given the fact that in many small communities resources are limited and family incomes very low. At the same time, as economic growth and social awareness spread in the Region, people have come to feel that they are entitled to better housing. The nonprofit housing development corporation has emerged as a mechanism with real potential for taking up some of the slack.

William Hanson is a planning, development and management consultant who has worked extensively in the housing area.

Family Homes Cooperative: Designing to Save Energy and Money

Family Homes Cooperative had begun organizing in Crab Orchard, West Virginia, a year before the Braggs' fire. Spearheaded by Joe Caldarola, a transplant from New Jersey to Raleigh County, FHC had been formed out of a series of community meetings in which local residents had expressed how critical their need for low-cost housing was.

The new organization found that incorporation was perhaps the easiest step along the way in the housing development process. Finding a way to reduce the costs of construction was far more difficult. Fortunately, Caldarola became familiar with the work of Homer Hurst at Virginia Polytechnic Institute. Hurst, an engineer, had been experimenting with various designs and materials for about 15 years and was able to provide a design that met many of FHC's needs. His design used 1-inch rough-sawn board lumber with a treated post-and-beam foundation instead of conventional 2-inch framing lumber and a block foundation. By drawing upon numerous structural analyses, Hurst found that he could substitute 1 x 6 boards at 24-inch spacing for the conventional 2 x 4 studs at 16-inch spacing. Similarly, 1 x 8 lumber replaced 2 x 10's as floor joists, and 1 x 10's replaced 2 x 6's or 2 x 8's for rafters. These changes from traditional construction—the use of 1-inch board lumber—enabled him to reduce the actual board footage of lumber required to the point where he had a 25-percent saving in the cost of materials. He also incorporated in the design a passive solar heating system by using south-facing windows and a rock storage bed under the house.



Joe Caldarola, director of Family Homes Cooperative.

All photos in this story by William Hanson except on page 48.

Obtaining financing to begin operations was the most difficult problem faced by the project. By scraping together a variety of resources, including a small grant from the National Center for Appropriate Technology, support from Volunteers in Service to America (VISTA) and a small group of workers under the Comprehensive Employment and Training Act (CETA) program, Caldarola was able to come up with the bare minimum in the way of an operating organization. But with his radically new design, conventional government financing sources were unavailable. Once FHC decided to make their first objective replacement of the house the Braggs had lost, time was critical. Fortunately, the Catholic Diocese of West Virginia provided the necessary funds to proceed in the nick of time. The Braggs were able to move in late in 1978 just as the hard winter months were beginning.

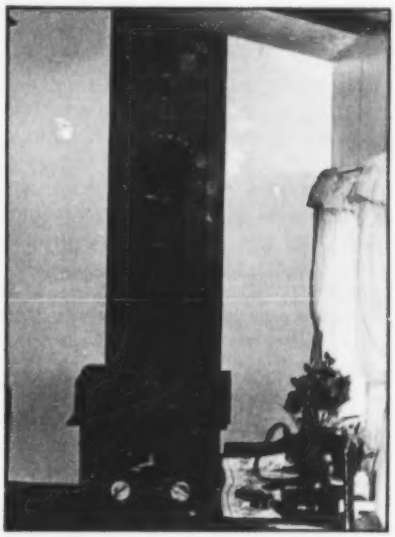
in this area—large stands of hardwood forest from which local sawmills can cut rough-sawn lumber." This serves the double purpose of supporting the local economy and yielding an efficient building material.

Using 1 x 6-inch boards for framing increases wall thickness from the 4 inches that traditional studs provide to 6 inches and thereby permits more insulation to be installed. The result, of course, is a warmer house. The Braggs have found that, along with the passive solar heating, their woodstove provides all the heat they need. Janice and son Tony indicated that "we used only a small amount of wood last winter to heat the whole house. If we let the fire get going too fast, it would run us out of the house."

Having completed the prototype Bragg house, FHC is now ready to begin construction on a larger scale. In fact, Homer Hurst has prepared a range of options for houses of various sizes. However, there are still obstacles to be overcome. After a year's efforts, the program has obtained approval by the national office of the Farmers Home Administration (FmHA) for use of its design with FmHA-financed mortgages. However, approval by the state office of FmHA is still necessary before the houses can get FmHA financing. In addition, more working capital will be necessary; Caldarola is currently preparing a business prospectus in order to attract the capital.

Family Homes Cooperative's mountain home, which uses 1-inch rough-sawn lumber.

Although there was initially some local skepticism toward the new design, Caldarola feels that the overall Hurst design is especially well suited to FHC's needs. As he points out, "It uses a resource that we have plenty of



The wood stove in the Braggs' home—the only source of heat except for the passive solar heating system.

The Appalachian Regional Commission housing staff has been working with Caldarola to identify organizations that may be able to help with funding. The state of West Virginia is considering inclusion of this project in the state ARC housing program. If FHC received support under ARC'S housing program, this would enable more families to take advantage of the FHC design. In the Bragg house, FHC has put up a low-cost house that seems particularly suited to local conditions. West Virginia Governor Rockefeller has stated that he believes more flexibility should be used in determining whether houses meet minimum property standards, so that builders can better take local conditions and needs into consideration.

Help-in-Housing: Involving Volunteers

A small nonprofit housing organization in the mountains of Northeast Georgia, Help-In-Housing, Inc., has faced many of the same problems as FHC. Yet it has now been in operation for over five years and produced a small, steady stream of quality homes at a reduced cost for low-income families. Help-In-Housing is of particular interest because of its strong local and nonbureaucratic flavor and its low overhead. Help-In-Housing started up in 1973 when several local residents, a minister and a couple of VISTA volunteers explored possible resources to meet the clear need for low-income housing. The key to their initial success was securing assistance from the Glenmary Home Missioners Society of Cincinnati, Ohio, an organization of the Catholic Church which serves the southeastern United States. Glenmary loaned the community two full-time experienced carpenters, Brothers Terry O'Rourke and Paul Wilhelm, who made long-term volunteer commitments to the program. With the aid of financial loans from Glenmary and the National Presbyterian Church, Help-In-Housing was able to begin constructing homes.

Initially, the organization's inexperience posed some problems. However, as one board member puts it, "Our lack of preconceptions probably allowed for some of the most unique and positive outcomes in subsequent stages. For example, we chose to operate without a staff, contrary to most housing programs. This saving was very important in holding total mortgage costs down (to about 25 percent below market rates), and gave us a chance to serve lower-income families than most housing groups can reach." But of course the lack of a staff meant that local residents had to be heavily involved—in packaging family loan applications for FmHA financing, developing grant applications and counseling families. The work load was heavy, but the volunteers point out that the satisfactions are substantial, too. Joe Sandfort, who has done much of the family liaison work, said, "Seeing how excited these people get when they move into their new houses is the real reward of this project—it's not like working with a big, impersonal project."

This same sense of personal involvement and personal tie to the community is reflected in other project characteristics. Larry Sorohan, chairman of the board of directors, points out, for instance, "Help-In-Housing members felt strongly that low-income housing should be consistent with existing local housing patterns." As a result, the 19 houses already constructed have been built in small groups of two to five units, with each group located in a different portion of the county. Father Gerald Peterson, who played a key role in establishing the program, adds, "Our approach has made it possible to involve the future owners early in the process, during the construction stage, so that these people really feel a sense of ownership

A recent Help-in-Housing home that uses an energy-efficient design, 6-inch walls and a special truss design to permit better overhead insulation. ARC site development funds helped reduce the cost of the house.

Larry Sorohan (LEFT) and Cullen Larson of Help-in-Housing's board of directors.

and pride in their homes." The dispersed location, the use of varied designs of high quality and the early involvement of participating families have eliminated a common fault of many low-income housing projects—large concentrations of look-alike low-cost housing. But this departure from tradition would not have been possible without the help of federal grants such as the two ARC site development grants, amounting to approximately $22,000, received by the project; it is, of course, more costly to disperse houses than to concentrate them in one single development.

Kentucky Mountain Housing Development Corporation: Locating the Money

Perhaps the biggest difficulty faced by nonprofit housing development organizations is the rapidly escalating cost of construction. Spurred by inflation and red tape, growing construction costs are quickly pushing mortgage and rental levels beyond the reach of many Appalachian families. This financial pressure has required nonprofits to develop a patchwork of both public and private resources. The ability of nonprofits to find and use effectively many different types of resources is well illustrated in the successful Kentucky Mountain Housing Development Corporation (KMHDC), located in Manchester, Kentucky. Since its establishment in 1973, KMHDC has compiled an impressive record. It has built 84 new houses and repaired more than 500 other homes for low-income families. KMHDC provides full-time employment for 21 persons, and employment and training for another 30. During the past twelve months the program has resulted in $846,877 in expenditures in the local economy. It has also been visited by many other groups interested in improving their operations or in affecting regional and national housing policies, such as the Interreligious Coalition for Housing Tour and President Carter's Task Force on Housing.

This record of accomplishment has depended on the ability of KMHDC's executive director, Dwayne Yost, and his staff to seek and obtain assistance from many different resources. Escalating costs have made it almost impossible to secure adequate conventional financing for low-income families who want to purchase or even rehabilitate a home. For example, KMHDC's total average cost per house for homes built during 1978-79 was $29,766, somewhat below the $35,000-plus cost typical for private contractors who built comparable houses in the area. Yet the average mortgage allowed to participating families by FmHA was $17,304. The difference between the cost and the available mortgage, $12,462 on the average, had to be obtained from some other source since the families themselves did not have any such resources.

Finding this $12,462 has been an ongoing challenge for KMHDC, but one

Dwayne Yost (LEFT) observes as Ron Madden (RIGHT), Kentucky Mountain Housing Development Corporation (KMHDC) coordinator for Jackson County, and a member of the construction crew install site improvements partially funded by ARC.

The costs of heating this solar-heated house, built by KMHDC with ARC assistance, and a nearby conventional house are being monitored for comparative purposes.

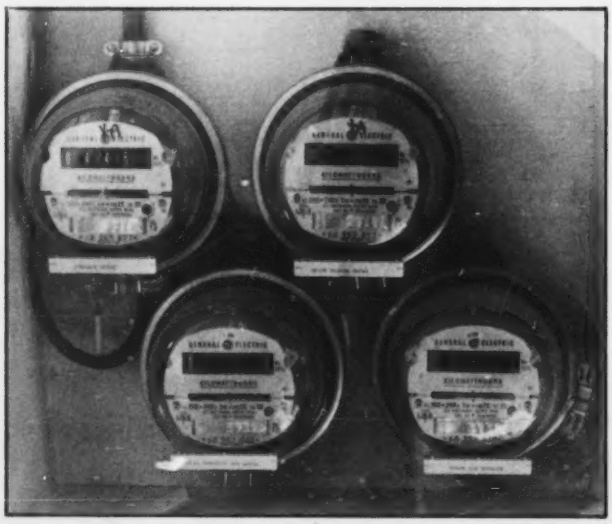
that Yost and his staff have performed with dedication and skill. They have obtained help from over 15 different resources, including grants, loans, labor, volunteers and other services. ARC, for example, contributed approximately $25,000 in site development grants, a sum which was a crucial element in permitting construction of 18 houses. KMHDC must constantly be looking for new resources. As Yost explains it, "Securing the necessary funds is like working with a giant puzzle, made more complex by the fact that the pieces keep changing." He feels that this whole process is more difficult in rural areas, such as eastern Kentucky, because of the national tendency to concentrate funding in urban areas where visibility and political clout are greatest. Yost notes, for example, that a recent study showed $106 in federal funds was spent on housing per urban resident while only $4.99 in federal money went for housing per rural resident, despite the fact that 40 percent of the poor and 60 percent of the substandard housing are in rural America.

Koinonia: Exhibiting Concern

If struggling with financial pressures is one characteristic common to nonprofit housing development corporations, another one is a sense of community and a concern for the living environment of residents. This characteristic is particularly well illustrated in a project called Koinonia, in Lenoir, North Carolina, which consists of 84 units of rental apartments for the elderly and handicapped. From the attitudes of Koinonia members, to the system which alerts staff to resident problems or emergencies, to the provision for many convenient gathering places and group activities, the project shows the kind of concern for residents and their welfare which is often lacking in large housing projects. In fact, the name Koinonia, derived from the Greek word *koinos* (common), refers to a community of persons bound together by love and concern for one another.

Koinonia evolved from a history of community involvement on the part of its board members and participating churches. Spurred by the pressures for change in the 1960s and by a succession of socially concerned pastors, like the Rev. Parker Williamson, current pastor of the First Presbyterian Church of Lenoir, members became involved in meeting such community problems as race relations, day care and finally housing. John Forlines, a member of Koinonia's board of directors and a local banker, points out that involvement in these projects and concerns by the supporting congregations did not come about easily. He notes, "Many members were initially cautious about the role of the church in tackling social problems. Others were concerned about the financial commitment required by the church to turn ideas and plans into concrete results." Commitment by the congregation required gradual development of a concept of the church's role and confidence in its ability to meet the challenge.

ARC has assisted the Koinonia project in three basic ways: with a



LEFT: An inside view of the solar collector on the KMHDC solar house. A rock storage bed under the house stores the heat for later use. ABOVE: The meters on the solar house which will monitor its cost. RIGHT: Leeann Sims owns one of KMHDC's houses.

$13,000 project planning loan used to pay a portion of the architect's design fees, with a $73,000 site development grant and with a grant which supplies the salary of Barbara Baker, the housing specialist at the Western Piedmont Council of Governments (a local development district). Ms. Baker is responsible for making grant and loan applications and carrying out the many follow-through activities required before projects like Koinonia can be realized.

"I wrote the original project application for the First Presbyterian Church of Lenoir in 1975 and submitted it to the Department of Housing and Urban Development," Ms. Baker explains. "Later we received a notice of fund reservation from HUD—for $2,492,000—but were told that the money would not be forthcoming unless we could come up with some additional funds. At that time the project seemed doomed. Then the church donated some money and land to the project, and ARC supplied us with a planning loan to develop the proposal to the final commitment stage. The ARC grant enabled us to close the HUD loan deal on December 7, 1977, and construction began the following month."

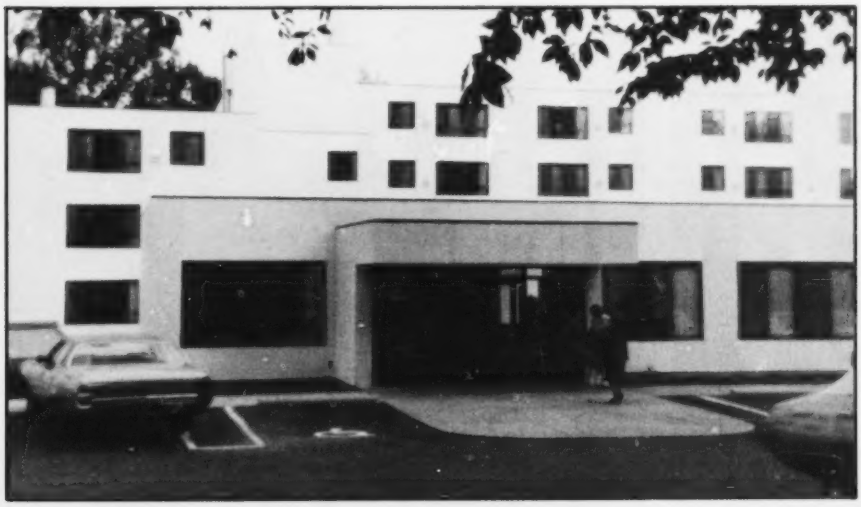
Now that the apartments are completed and occupied, Koinonia's residents have the First Presbyterian Church to thank for a bonus available to them—low-cost meals supplied by the community kitchen across the street from the complex. Church members donated the property and the money to construct the kitchen, and federal funds provide the meal service.

David Community Development Corporation: Practicing Self-Help

The sense of community found at Koinonia is reflected in an even more comprehensive way in the small coal-mining town of David in eastern Kentucky. David was founded in 1938 when the Princess Elkhorn Coal Company began its operations there. For a generation the town prospered, employing 600 people in the mines. As a company town, David was a model; it had good housing, recreational facilities, a water and sewer system, and other improvements. But in 1968 the coal operation closed down, and the town was literally sold to other outside interests. Deterioration set in, there were few jobs, homes were abandoned and subsequently decayed, the sewer and water systems failed, and a depressed attitude prevailed.

Then in 1972 local residents decided to change things. With the aid of a legal services group and the St. Vincent's mission, they formed the David Community Development Corporation (DCDC). As Dorothy Clark, DCDC director, puts it, "After three years of struggle, on May 14, 1975, DCDC purchased the town of David." What they purchased was 22 homes (all that remained of the 100 originally built—the rest had been torn down or were decayed beyond repair), 828 acres and the remnants of the town's public service facilities.

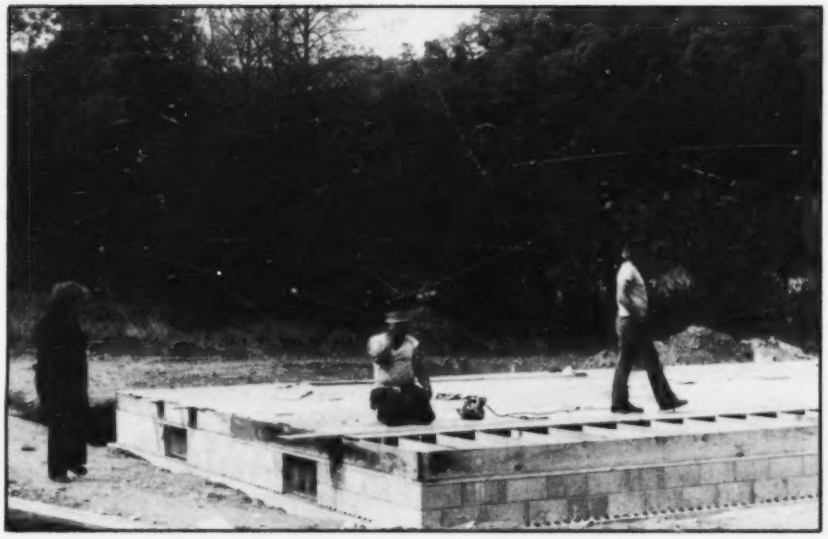
A massive rebuilding effort faced the residents. But through the commitment of a local core of



ABOVE: The Koinonia 84-unit apartment house recently completed, with ARC financial assistance, in Lenoir, North Carolina. RIGHT: Barbara Baker, housing specialist at the Western Piedmont Council of Governments, and John Forlines, a member of Koinonia's board of directors, reflect their pleasure at completion of the building.

residents and the assistance of outside volunteers, they made headway. With a 1976 ARC planning grant of $43,000, long-range development plans were prepared that suggest a brighter future for David. Construction is currently taking place on 27 units of new housing to be financed by residents under the FmHA single-family ownership program. In order to permit this construction, and to meet the needs of existing housing, new water and sewer systems had to be developed. DCDC got $586,000 in Department of Housing and Urban Development (HUD) and ARC funds to build the water system, and grant and loan assistance from ARC, FmHA and the Housing Assistance Council (a nonprofit federally funded corporation operating under HUD) to develop the sewer system.

The change in attitude in David is reflected not only in public works



Dorothy Clark, director of David Community Development Corporation (DCDC), watches progress on one of the new units in Schoolhouse Hollow. ARC funds helped in site development.

ABOVE: Several DCDC homes are near completion. RIGHT: Bernice Levinson, executive director, Improved Dwellings for Altoona (IDA), and Jack Wingard, rehabilitation director, discuss plans to turn an old factory into apartments.

projects and housing, but also in the pride which residents feel and show in a host of new community projects and activities. In 1976, residents waged a clean-up effort that saw the removal of old cars, trash and truckloads of other debris. Assistance from the Public Welfare Foundation (a national foundation that makes grants primarily for social improvement programs and community development purposes) helped restore park areas. Since then, a craft cooperative, a special school, a new private housing developer and other projects have begun or expanded. Progress has been so visible that in 1976 Kentucky Governor Julian Carroll presented David with a plaque as the "most improved community in beautification" in the state.

David shares the benefit of FHC pioneer work in design. A private builder has recently completed in the community a rough-sawn lumber house based on the FHC design.

The optimism of local residents that David can be a good place to live is plain in the decision of many families to stay and rehabilitate their homes or to purchase new homes, even though they must commute to jobs outside the area. This optimism is also reflected in outsiders, like Pam Rice, who have decided to move into David. Pam, a single parent, is buying one of the new homes being constructed with ARC site development assistance. She feels that David will offer the right kind of atmosphere in which to bring up her children. She is also excited about the chance to own her own home, something she could not have afforded before the DCDC program. Pam notes that this will offer her an opportunity to "build equity instead of wasting money in rent" and a chance to furnish and maintain her home as she desires.

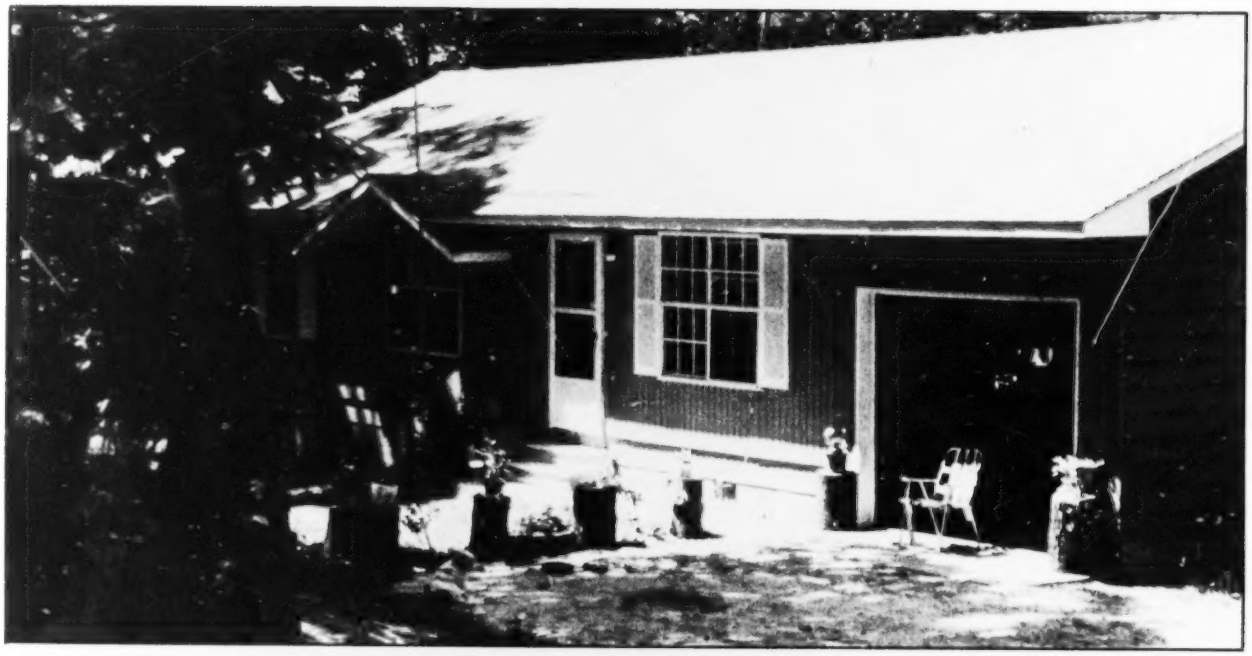
Improved Dwellings for Altoona: Spurring Rehabilitation

To survive, housing programs must constantly face and resolve fairly daunting problems. The ability of nonprofits to do this by drawing on a variety of local and outside resources appears to be one of their primary strengths. An organization in Altoona, Pennsylvania, Improved Dwellings for Altoona (IDA), is a good example of this. Since its establishment in 1968, IDA has developed over 450 units of rental and rehabilitated housing by drawing on many different citizen groups and is now constructing a 150-unit high rise for the elderly in nearby State College.

During the 1950s and 1960s, Altoona was faced with a worsening economic situation, brought about in large part by the post-World War II decline of the railroads. Residents became hesitant to invest in new housing or in the maintenance and rehabilitation of existing housing, and substantial portions of Altoona's housing stock began to deteriorate.

In 1968, representatives of seven religious communities and of the black community, aided by the local Community Action agency, committed themselves to correcting the decline in housing. The extent of their

ABOVE: Father John Lafferty, board member and past president of IDA, and Harold Williams, current president. RIGHT: This Altoona house has been rehabilitated by IDA; ARC site development funds helped construct steps and develop a retaining wall, necessitated by the steep terrain.



Georgia's Help-in-Housing, like the other nonprofits, has succeeded in producing housing where no other mechanism had been making headway.

commitment was evidenced by the $43,000 in seed money which the respective religious communities raised. As Bernice Levinson, executive director of IDA, says, "The board resolved not to accept anything less than success." In the face of pressure by some community residents and even some members of the church congregations to limit their commitment and involvement, the board persevered. Father John Lafferty, a current member and past president of the board and one of the charter members of IDA, emphasizes that "IDA board members were willing to take personal responsibility for insuring that necessary functions were completed. Although we used the help of a consultant, we did not take the attitude that the entire responsibility for the project could be turned over to the consultant with only minor board involvement." This meant seeing projects through "whatever difficulties or demanding steps were required to carry them to completion."

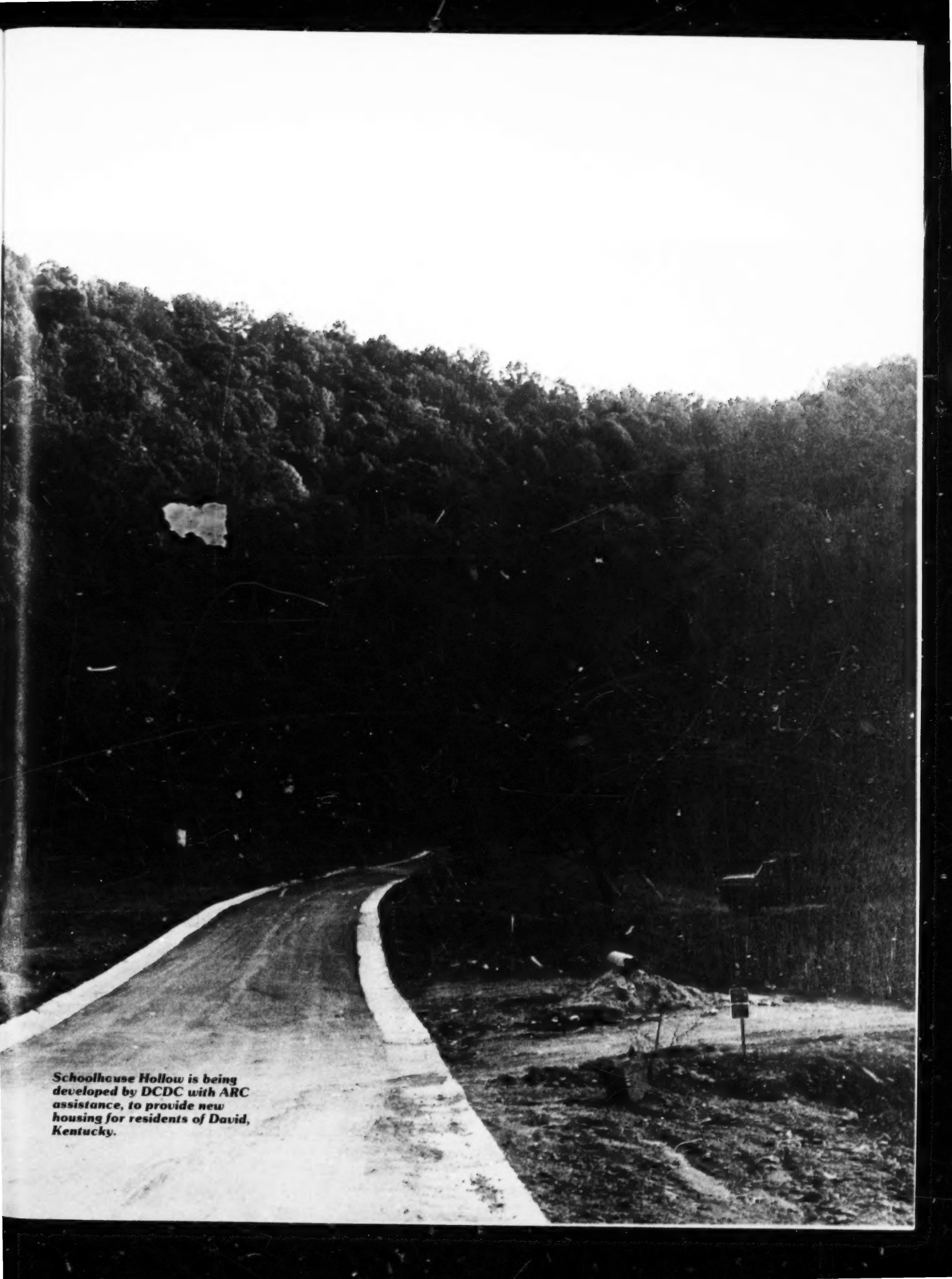
Currently, IDA is emphasizing rehabilitation of Altoona's existing housing, in line with the organization's early interest in preventing the deterioration of the city's neighborhoods and the loss of the sense of community pride. Jack Wingard, rehabilitation director for IDA, says that these efforts have had some unexpectedly positive results. "In a number of cases when IDA has gone in to rehabilitate one or perhaps two units on a block, some of the other homeowners have subsequently made improvements on their own," he says. Wingard sees this as an effective way of multiplying the limited resources which IDA has available.

ARC has been able to assist in this effort by providing site development funds for demolition and site cleanup, new water and sewer lines, paving, retaining walls and landscaping. ARC also assisted earlier multiunit projects with a planning loan and site development grants. IDA has also relied heavily on grants from the Pennsylvania Department of Community Affairs and loans either directly through or insured by HUD and FmHA.

The Role of the Nonprofits—and of ARC

The experiences of the six nonprofit housing organizations described in this article indicate that small nonprofit organizations can make a difference in Appalachia's critical housing situation. Each of these groups has succeeded in producing housing in a situation where no other mechanisms had been making much headway. They have been able to obtain community support, develop new approaches and put innovative technology into practice. At the same time, they have reduced the cost of housing for hundreds of low-income families and older and handicapped persons.

Describing Help-In-Housing in words that could be used for all of these nonprofit organizations, Phil



Schoolhouse Hollow is being developed by DCDC with ARC assistance, to provide new housing for residents of David, Kentucky.

Whitlow of Georgia's ARC office said, "This is a community-based program in which local folks identify the needs and are able to pull together the expertise necessary to make the program work. In this way, it is helping to build local institutional capability."

The financial contribution that ARC has made in these cases has been relatively small, but it has nonetheless often made a crucial difference. Nonprofits generally operate on very limited budgets. The preconstruction costs, including the unusual development costs that Appalachia's steeply sloping terrain often imposes on builders and developers, can create tremendous obstacles for them. With its technical assistance and financial support in planning and site development grants, ARC has been able to use its limited resources very effectively to help the nonprofits and facilitate housing production. Without ARC's help, many of these groups, operating as they do on a marginal, day-to-day basis, might not have survived. Or if they had, they might have had to raise the prices of their houses and thus restricted their services to a different, less needy clientele.

These nonprofit housing development corporations, with help from ARC, private foundations and government agencies, have made a dent in the tremendous need for housing in the Region. It may be only a small dent, but it is important, as people like the Braggs in West Virginia or Pam Rice in Kentucky will tell anyone who asks. ■

The Six Nonprofit Housing Development Corporations

Joe Caldarola, Director
Family Homes Cooperative
Box 1017
Crab Orchard, West Virginia 25727

Dr. Lawrence J. Sorohan, Chairman
Help-In-Housing, Inc.
P.O. Box 894
Dahlonega, Georgia 30533

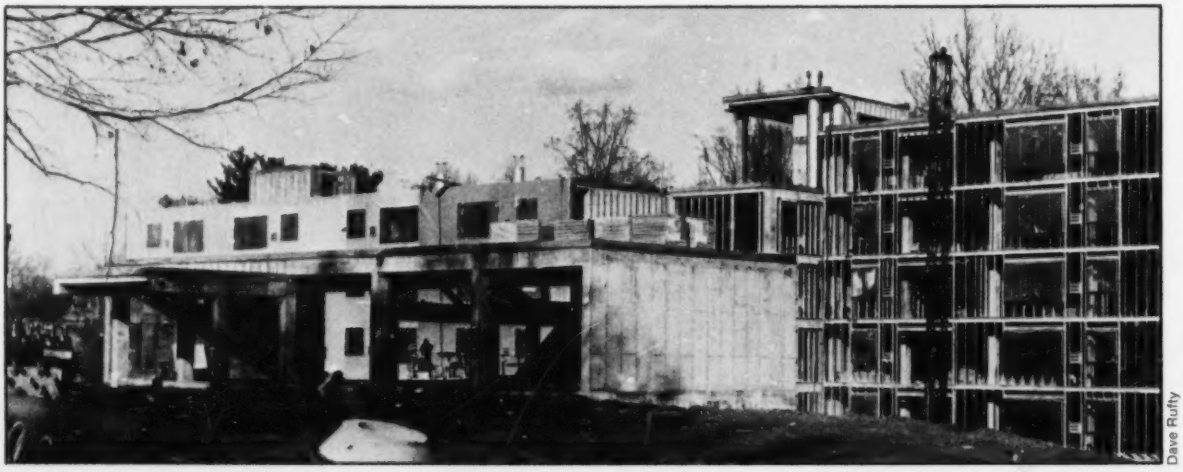
Rev. Dwayne Yost, Executive Director
Kentucky Mountain Housing Development Corporation
P.O. Box 431
Manchester, Kentucky 40962

Rev. Parker T. Williamson, President
or
Barbara Baker, Housing Specialist
Koinonia
1002 Kirkwood Avenue NW
Lenoir, North Carolina 28645

Dorothy Clark, Director
David Community Development Corporation
P.O. Box 51
David, Kentucky 41616

Bernice Levinson, Executive Director
Improved Dwellings for Altoona
P.O. Box 705
Altoona, Pennsylvania 16603

Koinonia apartments in Lenoir, North Carolina.



Dave Ruffy

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*As of February 1, 1980.

Courses, Workshops and Seminars available through the Appalachian Community Service Network Spring 1980

The Appalachian Community Service Network (ACSN), first established as an experimental program within the Appalachian Regional Commission, has now become a nonprofit community-based public service network. This spring it will offer the following courses, seminars and workshops via cable television systems and at 45 sites throughout the Appalachian Region. Many of the courses are available for credit through selected colleges and universities. The workshops are 90-minute telecasts that include periods of interactive discussion between a panel of experts at the broadcast studio and the viewers through the use of toll-free telephone lines. Follow-up activities and study materials are also available.

A list of spring programming is provided below. Dates are included where possible.

Courses (with beginning dates)

You the Supervisor—February 25
Fundamentals of Engineering—February 25
Solar Energy—Fundamentals and Applications—April 7
As Man Behaves—April 7
It's Everybody's Business—April 7

Seminars and Workshops

Arts and the Aging—February 25
Child Abuse I, II—March 3, 10
Gifted/Talented Education—March 17
Self-Concept I, II—March 24, 31
Consumer Education I, II, III—April 12, 19, 26
Coverage of the Annual Convention of the Association for Educational Communications and Technology: "Videodisc and Education"—April 23

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Art in America
The Other School System
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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF DECEMBER 1, 1979

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed	1,526.9	611.4
Under Construction	251.4	81.7
Engineering and Right-of-Way in Progress	546.9	111.7

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	13	$ 13.9
Operating Health Projects	735	201.1
Health Construction Projects	214	86.0
Child Development	423	149.7

LAND TREATMENT AND EROSION CONTROL CONTRACTS		
	16,637	$ 18.9

MINE AREA RECLAMATION PROJECTS		
	96	$ 53.2

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	433	$102.6
Higher Education Facilities	246	61.2
Vocational Education Facilities	1,078	350.9
Libraries	148	17.2
Water Pollution Control	940	228.8
Airports	148	17.6
NDEA Grants to School Systems	75	7.2
Other	300	63.3

HOUSING PROGRAM		
Project-Planning (Loans)	90	$ 3.6
Site and Off-Site Development	99	5.4
State Technical Assistance	101	6.0
State Housing Agencies	34	20.8
Other	19	3.4

Appalachia

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By Anne Whisman

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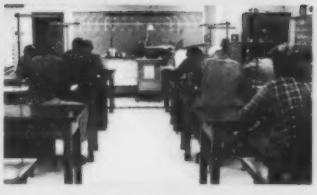

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS OF REGIONAL DEVELOPMENT

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This Month's Cover

The Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia. See story on page 15.

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You Can Bet on Ashland State to Place

By Anne Whisman

When the Appalachian Regional Commission began in 1965 to define its strategy for the economic development of the Appalachian Region, it immediately placed the funding of vocational education schools high on its list of priorities. If Appalachians were to take advantage of the new opportunities the Commission was helping to open up, they needed training that would make them eligible for these new, technologically more advanced jobs.

Two very different Appalachian schools illustrate that a high percentage of graduates can be placed in jobs when schools work together with local business and industry to determine which skills are needed. The record of the first school, the Ashland State Vocational-Technical School, located in the rather rural outskirts of industrial Ashland, Kentucky, is described below; that of the second, the Tri-County Technical College, situated in a rural South Carolina area burgeoning with new industrial growth, will be the subject of an article in the next issue of Appalachia.

In October of 1965, six months into the life of the Appalachian Regional Commission (ARC), the Ashland Vocational School found itself part of a comprehensive system of vocational schools planned for Appalachian Kentucky, designed to place vocational training facilities within the commuting range of 25 miles for every potential student. The system in the Appalachian portion of the state was to serve as a prototype for a statewide system, providing the option of vocational education as a fundamental component of the total education system.

The school had started operation in 1940 in a National Youth Administration training center. By 1961 additional programs were implemented in the gymnasium of the condemned Means Elementary School. By 1965 there were classes "scattered all over Ashland," Charles Chattin, then director of the school, recalls, and it had a total enrollment of some 1,100. Even then there was a waiting list of 103 applicants, plus a commitment to train another 100-plus students under a federally funded manpower-training program.

Robert Rathe

Charles Chattin, the director of Kentucky's Vocational Education Region Ten.

In 1966 ARC made a grant of $1,146,000 toward the construction of a new facility for the school. This was an early instance of ARC's commitment to vocational education in Kentucky, which over the Commission's 15 years has amounted to an investment of over $32,250,000 in 30 schools in the Appalachian portion of the state. The ARC funds included a special operations grant of $2¼ million over a five-year period, used to expand programs (either adding new courses or hiring the additional staff needed to run second shifts) or to offer adult upgrading courses (advanced training for employed workers); Ashland State was one of the schools that received funding under this program. The Commission's investments, coupled with state and local and other federal funding, have resulted in a network of vocational schools throughout the state. According to Dr. Charles D. Wade, Kentucky director of the Division of Vocational Program Development, Kentucky is now close to reaching the goal of having vocational training within easy reach of all who want it in all parts of the state.

Today the school, now called the Ashland State Vocational-Technical School, has 3,086 students and a staff of 75. It was the first vocational school in the South to be accredited by the Southern Association of Colleges and Schools' Commission on Occupational Education. It is the hub of Kentucky's Vocational Education Region Ten, which consists of the five northeastern counties in the state: Boyd, Carter, Elliott, Greenup and Lawrence. Region Ten covers the same area as the Appalachian FIVCO Area Development District.

In addition to Ashland State, which is a postsecondary facility that also serves the secondary school population of the city of Ashland and the Fairview school district, Region Ten offers vocational training to its secondary school population in two ways. There are four area vocational education centers—Boyd, Carter, Greenup and Russell, both of the latter two in Greenup County—which

Anne Whisman, formerly on the staff of the Appalachian Regional Commission, is now a freelance writer.

high school students may attend for two or three hours a day; for the rest of the day they pursue their academic studies in their regular high schools. Lawrence County has a vocational department as an integral part of its high school, while Elliott County has a department in the planning stage and at present shares Morgan County facilities.

Charles Chattin is now the director of Region Ten. A baseball and basketball player at Morehead State University, he intended at first to be a coach and accepted a coaching position in the Greenville, North Carolina, school system. On a weekend visit, he was introduced to the millwright trade by his brother-in-law. On Monday he took and passed a millwright test, and for five years was a millwright by trade. He holds a master's degree with emphasis in physical education, industrial arts and biological science.

Known for making waves when he feels waves ought to be made, Chattin is a plain-spoken mountain man who somehow manages to know and remember an incredible number of his students by name, and who counts his life's triumphs in the people who, because of the school he headed for so long, have found their own latent capabilities and have gone on to success measured in anybody's terms.

Time to Grow

Chattin has worked hard to improve Ashland State in the ways that he believes are important. Right now he is pouring his energy and his considerable effectiveness into plans for a major expansion of the school, which has not added any square footage since its completion in 1968, although a great deal of moving around and rearranging has been done within the walls to attempt to stretch them. "We're always robbing Peter to pay Paul," Chattin says.

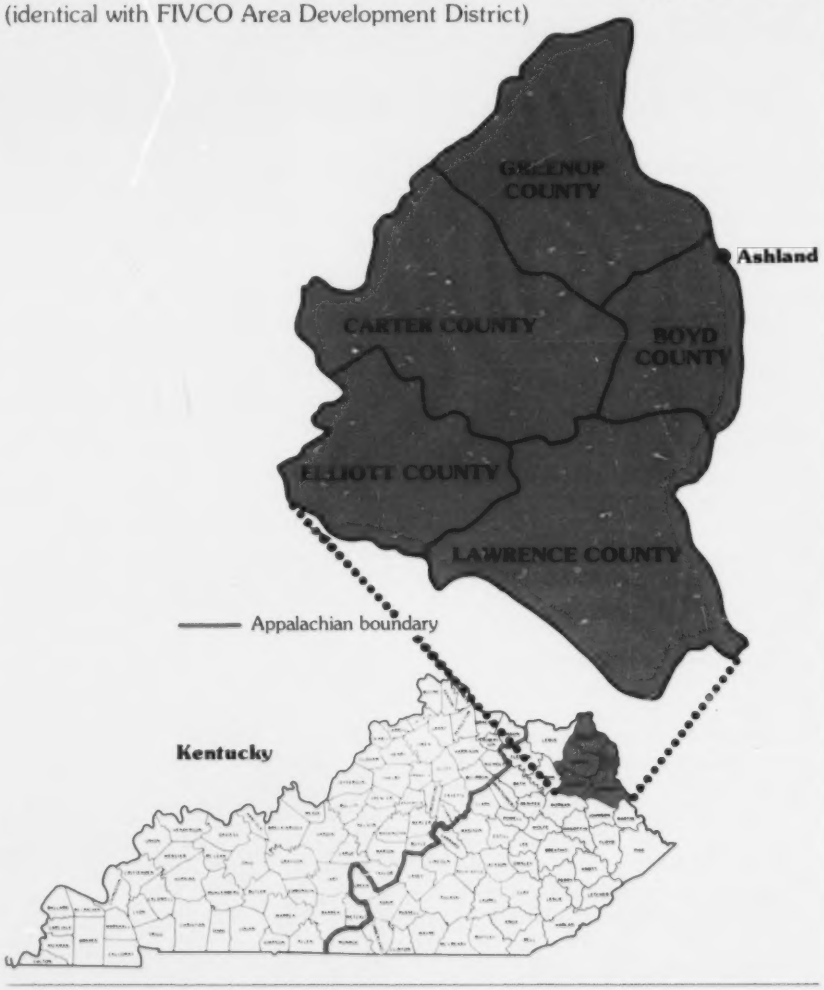
David Salisbury, executive director of the FIVCO development district, calls Ashland State one of the most successful schools in the state in placing its graduates in jobs. He adds, "One of FIVCO's goals is to get Ashland State expanded next year or the year after. Our economic development committee, composed of representatives of local business and industry, is supporting the expansion precisely because they are so pleased with the competent graduates the school has been turning out. And it looks as though the state is accepting our recommendation."

The new building, meeting a state plan emphasis on adapting programs to new demands for skills, will house a diesel mechanics department for which the school has not had space before. "You've got to think big if you get into diesel," Chattin explains.

With the possibilities created by the new space, other programs will be juggled for a more appropriate arrangement. An expanded tool and die shop will be located near the machine shop; new space will be created for auto mechanics and auto body repair; a heating and air conditioning program will be set up, and a much needed space will be allocated to upgrading training.

Kentucky's Vocational Education Region Ten

(identical with FIVCO Area Development District)



Robert Rathe

ABOVE: Classroom work, lectures and tests are all part of the well-rounded training students receive before they are ready for the job market. BELOW: Ashland State Vocational-Technical School.

Matching Pegs and Holes

Of all of the changes that Chattin has worked for because of their significance to the school's growth and usefulness to the community, perhaps the most important is the close affiliation between those who provide vocational education and those who need trained workers to fill job slots.

According to Dr. Wade and the State Bureau of Vocational Education, the working relationship developed over the years between Ashland State's staff and members of industry and labor is unsurpassed anywhere. The school's dedication to quality is responsible, Dr. Wade feels, for the long-standing confidence employers show when they continue to rely on the school for new employees and for upgrade training of their current workers.

Jim Donithan, Ashland Daily Independent

Since 1970 the school has had a 30-member regional advisory committee representing a broad base of labor, industry and education, drawn from all over the service area. Chattin says his school would be "out here floundering without them."

He maintains an easy on-going relationship with the members extending beyond the quarterly meetings which these busy people attend with remarkable faithfulness. Inbetween formal meetings, there are drop-in visits and telephone conversations initiated by either side, as well as the informal encounters which occur because Chattin is active in the area's economic life. Chattin guesses that he spends 60 percent of his time maintaining contacts with the industrial community, including his committee members, and there is important evidence that this investment of time has benefited the school.

Because of the advisory committee's active intervention when it appeared that the hoped-for expansion might not even be considered for funding, Ashland's request is now number 3 on the state Occupational Board's priority list of 200 projects. Convinced of the importance of the proposed expansion, backed by a needs survey conducted by the school industrial coordinator, the FIVCO area economic development committee, a FIVCO ad hoc committee and the regional advisory committee took the school's case to the occupational board in Frankfort and presented the convincing appeal which resulted in the turnaround.

In addition to the regional advisory committee, there is a set of craft committees relating to the teaching programs in the school which make presentations to the advisory committee on matters relating to salaries, equipment, supplies and conditions in the school's shops, labs and classrooms.

The industrial coordinator who conducted the needs survey has the responsibility generally for setting up and maintaining an information system on the supply of and demand for manpower in Region Ten. The position was originally established as the result of an ARC grant that covered the coordinator's salary for two years. Similarly, ARC funded for the first three years the salary of a planner who instituted the region's original vocational planning process.

A Record to Be Proud of

Ashland State graduates, in an average year, about 150-160 students from postsecondary courses and about 150 high school students. The latter, who have generally attended the school for two years, have spent an average of three hours a day—only part of their school day—in vocational classes. Although their placement

Robert Rathe

ABOVE: Ashland State's welding department is famous for the skilled welders it has provided to industry. BELOW: Bill Damron, head of the welding department, has been with the school for 15 years. He teaches students individually, carrying each at his or her own rate of speed. "It's hardest for the instructor," he says, "but best for the student."

Robert Rathe

record is good, it does not reflect the school's accomplishments as well as that of the postsecondary graduates, who are more mature, more ready to settle on definite career goals and have completed a more advanced level of training.

The placement record for post-secondary-level graduates of the school is impressive. At this level, vocational school is a full-time proposition, and most enrollees are there because they want the training that will get them jobs. Table 1 at the right shows for a typical period (the 27 months from March 1, 1976, to June 30, 1978) that over 87 percent of the graduates who responded to a survey made by the school were employed either in the trade they trained for or in related jobs. (A student who has completed a course of training ranging from 240 to 2,640 hours and received a diploma is classified as a graduate by the school—a classification that does not include students who have enrolled in or completed any of the short-term classes which the school often designs for specific purposes.)

Even this high percentage of successfully placed graduates does not indicate completely the success of the school in placing its students, since it does not cover those who finished the short-term classes (some of which last as little as a couple of weeks) or those who were hired by eager employers before they had even completed their courses.

Table 2 at the right gives some idea of the contribution these successfully placed students make to the economy and to the national budget. In just one year, for instance, it is estimated that former students placed in training-related jobs contributed almost half a million dollars in taxes to the federal treasury.

Hubert Tucker, regional program coordinator for the school, points out that an early survey made by Ashland State found that 80 percent of the graduates who took jobs in the trade they trained for or in related jobs found employment in or adjacent to the Appalachian Region. According to

Table 1

Survey of Postsecondary Students Graduating from Programs Approved by the Veterans Administration March 1, 1976-June 30, 1978

(survey made in fall 1979)

	No.	Percentage
Surveyed	285	100 %
Responded	261	91.6%
Employed in trade trained for	206	78.9*
Employed in related employment	22	8.4*
Not available for employment	15	5.8*
Unemployed	18	6.9*
Not responding	24	8.4%

*Of those responding to survey.

Table 2

Earnings of Former Students* Employed in Training-Related Employment 1978-78

Program	Employed in Training-Related Employment	Average Annual Wage	Estimated Annual Federal Tax Paid by Former Students of Class (at 15%)
1. Auto Body Repair	5	$11,544	$ 8,658
2. Auto Mechanics	12	15,392	27,705
3. Carpentry and Millwork	6	17,056	15,350
4. Commercial Foods	5	6,032	4,524
5. Cosmetology	14	10,400	21,840
6. Drafting	18	14,400	38,880
7. General Clerical	10	9,120	13,680
8. Industrial Electricity	18	17,780	48,006
9. Industrial Electronics	17	17,450	44,498
10. Machine Shop	12	14,350	25,830
11. Practical Nursing	32	11,000	52,800
12. Radio and TV Repair	3	8,320	3,744
13. Secretarial-Steno	7	9,270	9,734
14. Tool and Die Making	6	13,150	11,835
15. Welding	65	17,350	169,163
Total	230	$14,384	$496,247

*Students who left Ashland State in 1975-76.

Tucker, this percentage has remained quite constant over the years. Only electronics technicians are generally considered to have better opportunities for employment if they are willing to relocate.

The National Mine Service Company, which works closely with Ashland State's director of co-op programs, Ed Richardson, is typical of many businesses in the area. It has an informal relationship with the school which serves both well. According to Margaret Marshall, who is co-op program contact in the company, "If we need somebody, we call the department head of whatever trade or skill we need."

It is very difficult to find an industry in the Ashland area that does not employ one or more Ashland State graduates. One important employer in the area, the Chesapeake and Ohio Railroad, has held three mass screenings in the school, interviewing and hiring some 400 persons out of every 1,000 applying.

Robert Rathe

Ed Richardson, Ashland State's co-op program director, works closely with National Mine Service Company personnel assistant Margaret Marshall in arranging co-op programs to fill special plant requirements.

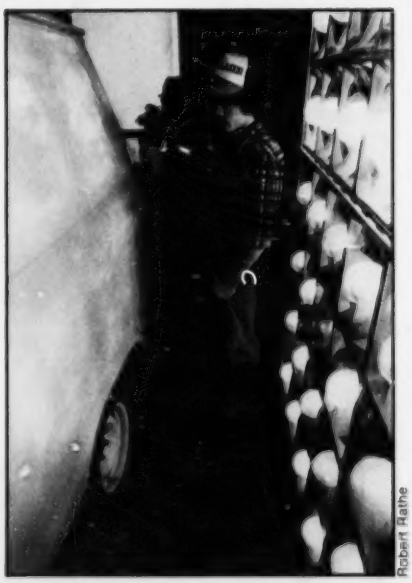
The Dialogue between School and Employers

Chattin emphasizes the importance of matching training to jobs, and if there is little demand for a particular course, he will chop it rather than run it with few students. The other side of the coin is that, thanks to its close relationship with local business and industry, the Ashland school is continually involved in setting up special kinds of training to meet immediate short-term needs or to satisfy long-term training demands.

As an example, the school is approved by the Hartford Insurance Company as the certifying agent for employees of industry, labor and government in Kentucky, West Virginia, and Ohio, so that workers can move to jobs back and forth across state lines without additional certification.

Certification is also critical to a welder's ability to rise in pay and status. ARMCO Steel, for example had 76 welders, only one of whom was certified, which could have had serious negative effects if the company should experience an incident such as having a blast furnace go down. Only certified welders are allowed to carry out critical maintenance responsibilities in the plant, and without certification of their own welders, the company would have been compelled to import certified welders from wherever they could be located. Arrangements were made with the school to have six journeymen at a time attend the school until all 75 had had an opportunity to achieve certification.

Apprenticeship programs are arranged with firms or unions either at their request or at the instigation of the school. While apprenticeship training does not always guarantee placement in the training establishment, it obviously gives a student preferential consideration when a vacancy occurs, as well as providing



Robert Rathe

Auto body trainees are in such demand that new graduates sometimes move directly into jobs in charge of body shops.

Robert Rathe

In auto mechanics, students have available the same sophisticated equipment they will find in well-equipped shops in the real world.

Robert Rathe

Electronics graduates go into all fields including medicine. Companies from all over the East come to Ashland State to recruit students in the final days of the four-semester course.

practical experience that another employer is likely to find attractive.

Ashland State is enthusiastic about these apprenticeship and co-op training programs because students are given opportunities in the real world of work which even the best of all schools cannot duplicate.

Upgrade Training

The school administration is convinced that a new challenge for vocational schools lies in training employees already employed, many of whom are union members, since the Ashland area is largely unionized. The school is currently offering programs to upgrade the skill level of union members and others who have an opportunity to move up through seniority into jobs for which they are eligible but for which they lack the necessary skills. Employers also have a good reason to support this effort because the time lost while a worker trains on the job to get up to a productive level is very expensive for industry. Without training assistance, a worker who "bid up" to a job which he or she later found unsuitable or incompatible would probably opt to go back to his old spot, leaving the company with a lost investment. With a strong upgrading program available to workers before they commit themselves to bidding on a job, workers are able to prescreen skills and their aptitude for a particular job. If the worker decides affirmatively, the training he or she receives prepares him or her to move in at a productive level almost immediately.

At Semet Solvay, a division of Allied Chemical Corporation, all journeymen welders are sent to school at Ashland. By agreement of labor and management committees at the firm, the school has the decisive voice in a welder's entitlement to a raise. A certification evaluation is made each month, and when a welder is certified to have reached a new level, he gets his raise.

Ashland Oil had an agreement with its union that apprentices could choose between voluntarily attending a course at the Ashland school and studying a well-known correspondence course. Most of the apprentices elected to attend the school.

The school also currently runs all labor union apprentice programs for the building trades, except for plumbers and electricians.

The school sometimes sets up co-op programs to fill specific jobs. One large firm needed an engineer layout assistant, but the best candidates couldn't read blueprints. Ashland State arranged for two students to share the work—one two days a week, the other three—while they attended class the rest of the week. After more than two years' training, one is going to be put on full time, and the other is now well qualified to find a full-time job on her own.

The Price of Success

Employers appreciate the fact that if students come from Ashland with a recommendation from a department head, they can be sure that they are

hiring qualified employees. The instructors take their responsibility to prospective employers seriously. They like being able to send a student out on a job with expectation of success.

A problem for some of the courses is that employers will hire students right out of school even before they have finished a prescribed course. The school walks a delicate line. Teachers try to be sure the individual is sufficiently prepared to accept the job, but at the same time they try to make it possible for students to accept a job in hand.

The auto body department tries to suggest apprenticeships for its students, but the need is so great that a graduate may move directly into a job as a shop foreman.

Another problem is getting and keeping good teachers, because the skills teachers must have for vocational school bring better pay in the world of business and industry, so that even dedicated teachers find it hard to resist the pull of more money. Take welding, the school's most dramatically successful program, as an example of the problem: welding classes bring in over 300 people in a week. Of those, many are already employed, and many are being placed in jobs on a continuing basis. A teacher is constantly in contact with people who are making more money than he is, for work he taught them to do.

In addition, teachers are required to be recertified every year, and a teacher qualified only by experience must earn six college hours' credit every year for ten years, or have an associate degree. If the teacher holds an associate degree, six additional hours of college are required every five years. Teachers must have four years of industrial experience or a combination of training and experience, but never *just* training, which helps explain the successful placement of Ashland students in real situations.

"A person gets four years' journeyman experience," Chattin

Robert Rathe

Robert Rathe

ABOVE: Personnel director Jay Qualls discusses National Mine Safety Company job needs with assistants Margaret Marshall and June Hackworth. When they need a special skill, they just call Ashland State. BELOW: Along with all the other waiting lists, auto owners get on a waiting list to let their automobiles become practice tools for students in the auto mechanics department.

The well-equipped cosmetology department can handle 40 students. One hundred percent of the graduates are placed in employment.

ABOVE: Wood-working shop students have turned out the handsome cabinetry throughout the school which provides units for service and storage. BELOW: Drafting students spend eleven months on mechanical drawing and another eleven months on architectural drawing. Requests for graduates and co-ops always exceed the availability.

says, to illustrate, "and you give him an opportunity to teach. The person must update his skills to be certified within six months' time. Within six months you lose him, because there is a job paying $12 an hour and up for every certified person."

Chattin is nevertheless philosophical about the fact that filling teacher slots is like a moving sidewalk. If you keep training them, and they keep moving ahead to better-paying jobs, that is essentially part of the purpose of the whole vocational training process.

Ashland State cannot afford to advertise. One of their nightmare fears is to create a demand they cannot fill. As it is, the day classes have 900 to 1,100 on the waiting list; the welding waiting list has reached applicant #252, who applied on October 3, 1979, and there are now 130 more waiting. When a course for ironworkers was offered, 308 ironworkers signed up to apply for 18 slots. Nursing has a list of 77 on standby.

Of course it is nice to have waiting lists rather than having to beat the bushes, but the school would rather not have to keep so many people in a holding pattern.

Chattin says that, at best, it is a problem to explain the fluctuations of waiting lists and enrollment to people who think in terms of regular education patterns. The Ashland school places many more students before they have graduated than after. "If you make them wait until graduation," Chattin says, "there may be no job."

There are secondary and post-secondary chapters of VICA (Vocational Industrial Clubs of America) and PBL (Phi Beta Lambda—a club for students of

business and office trades) thriving in the Ashland-FIVCO area. The VICA organization, which promotes leadership and skill recognition for vocational students and sponsors international skill competitions, has 120 active student members and 14 professional (teaching and administrative) on the Ashland campus, and a total of 700 students and 35 professionals in the Region Ten area. During the past ten years, eleven of the first place winners in the annual U.S. Skill Olympics sponsored by the organization have been Ashland area students, and one high school member reached the international skill Olympics competition in Holland. Larry Young, who is Ashland's coordinator for apprentice and upgrading programs as well as regional advisor for VICA, says there have been so many second- and third-place winners the region has lost count.

Incidentally, Young is himself a product of Ashland State. Under an "articulation" agreement between Morehead State University and Ashland State, drafting, electronics, welding, machine shop and tool and die curricula are "capped" in the last six months by instruction from Morehead. Successful completion of one Morehead State course and graduation from Ashland State entitles students to credits on a Morehead transcript. Articulation agreements between educational institutions offering different levels of vocational training are on the rise in Kentucky and are very important both because they encourage students to pursue more advanced training and because they lessen the likelihood of duplicating courses.

Keeping It in the Family

While Chattin takes personal satisfaction in every individual success story, the one he is perhaps closest to is the career of his younger daughter.

After a one-year drafting course at Ashland State, she went on a co-op program at Ashland Oil in their products division. Results of a profile test suggested that she would excel in commercial arts. Ashland Oil placed her in the advertising department, where for four years now she has been the only noncollege art student working in design layout.

It is hard to tell who is more pleased—the educator Charles Chattin, or the father by the same name. ■

The demand for Ashland State's well-trained welders seems to be endless. Many go into related fields where their welding skill is an important added asset.

Robert Rathe

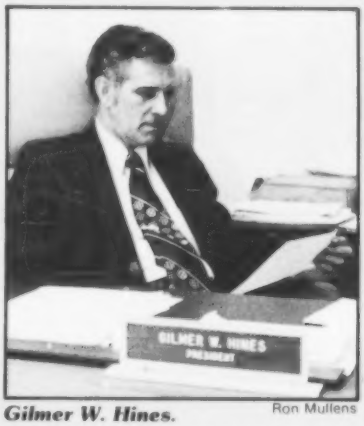
First of a Series

Appalachian Views

Appalachia plans to run a series of interviews with Appalachian citizens who will discuss the forces that affect development in their areas, from the perspective of their own experiences. The people selected for these interviews will not be development professionals; they will come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, these interviews should add up to a general picture of how Appalachians view their life and times today.

The first of these interviews follows. It is with a man from the heart of Appalachia; his profession is one that gives him a broader viewpoint of the situation in his area than most people have.

A West Virginia Banker Speaks



Gilmer W. Hines. Ron Mullens

This small-town banking is different from what you'd see in Washington. Whether it's better or worse, who knows?

I'm originally from Virginia, but I've been over here 30 years, which is over half of my life. I've been in this bank 25 years. So I'm a West Virginian. I came here as just a youngster. . . . I started out as teller and janitor.

That is, I was a teller, but I needed the extra money, so they gave me the job as a teller at $300 per month and $50 a month to do the janitor's work. After a while they fired me as a janitor. . . . I've been president of the bank since 1977.

I won't call myself a county doctor, but maybe a combination of preacher and something like a doctor. People like to cry on your shoulders. Being a small town, 90 percent of the people are customers—we've been on a first-name basis for years, and most of the young people I've known from the time they were in grade school. And to tell someone that you've seen grow up like that, "You can't afford to buy this house or this car" or so forth, it's not always pleasant. . . .

I think 1979 and 1980, without doubt, have been the worst times I've seen since I lived here. It's so frustrating. You want to do something. You want to help these businessmen out; you want to help your customers. And I'm not a fellow who says I want to help everybody, I'm not someone like that, but you work with them for years and you get to a point where, "I'm sorry, I can't help you"—it's tough. We are definitely in an economic slump. Right now it's the tightest period of money that we have experienced here in six or seven years.

I have a young man who's a college graduate, and single, who's just come back to Pineville and is going to make his home here. He wanted to come back to his home town. Got a job. Had a piece of land and came in to me and said he'd decided he'd go ahead and build himself a home while he was single. He didn't have any plans to get married, but he just wanted to talk about it. He said, "What I would like to do is go ahead and build my home now." He said, "If I do get ready to get married, I'll have my home and probably have it half paid for." And I said, "Well, fine, that sounds like a good idea." He brought his plans in and showed them to me—figured up what it was going to cost him. He said, "Well, Mr. Hines, I've got this all figured out. I can pay about $250 a month on this house without any problem at all 'cause I'm saving that much now—putting it in a savings account. I can pay you $250 a month on this house. How long would it take me to pay for it at $250 a month?"

I forget the amounts, but I put it in my machine, and the monthly interest was $265 a month. I never felt so sorry for a boy in my life. He just turned his plans over and said, "I'm sorry I wasted your time," and went out discouraged as he could be.

Since that time, the interest rates have almost doubled; so if he'd come in today, he really would have a fit.

Southern West Virginia has always had a housing problem, and I don't think individually the government or the coal companies or the people can do anything about it until they all get together. . . . We can do it ourselves, if we can ever get the coal companies, the land companies, bankers and people to sit down around a table and talk. . . .

Most of the land in this area is jointly owned by big coal companies and big land companies. The land company owns it. The coal company has the coal rights underneath it. So in order for the coal company to do anything they've got to go to the land company. They

have got to agree. None of the top officials on the boards of directors, in either the land or coal companies, are anywhere near this area. They are sitting down in Roanoke, Virginia, or they are playing golf up in Pittsburgh. I don't think they really realize the problems we have. And to say that they ought to drop everything and come down here and sit across the table with me or some coalminer out there or the local superintendent—I don't know. It's a problem that is here. How to solve that problem, I don't know. It's been tried. In the past 25 years I don't know how many times we have got together in this area and formed committees and area development corporations, just anything to try to see if we can't work out some solution. The people in the area greatly resent all this beautiful property up those hollows that they can build a home on, but the land or coal companies will not sell it to them. They will only lease it on a lease which has a 10-day cancellation clause. You probably noticed a lot of trailers sitting along the side of the road. The reason is a lot of people know their lease can be cancelled, and they have to be able to move the house.

But I'm an optimist, and I can see improvement. Georgia Pacific is one of the large landowners in this area, and in recent years they are selling lots to individuals. They have sold a lot of lots, and to me that is a trend that I think will come along. For a long time Georgia Pacific wouldn't even talk to you about that. Well, maybe other companies will see what Georgia Pacific is doing.

Miners are proud people. That is very definitely true. I have never known prouder people. That's why I came over here to West Virginia to stay. They take pride in their work, and I would have to say that their children follow along in their fathers' footsteps. . . .

If you had asked me ten years ago, I would say miners were spenders. Today they are savers. It used to be on miners' vacation (they all get their vacation pay at the same time) we would have to have extra tellers. There would be lines up to the teller's windows, and we would have to have three times as much cash on hand. They would all come in here and cash their checks and head for Myrtle Beach. Today, they still go to Myrtle Beach, but they will come in and make next month's payment on their car and put a couple of hundred dollars on their savings account and then take the balance and go to Myrtle Beach. . . . I don't know what year it was, the last year the miners really did this, that I noticed it. They went on their two weeks' vacation and came back. And the day after they came back, they went on strike. I don't know what the strike was about, but it lasted about a month or six weeks. They didn't have any work or payday. And I think they all learned a lesson. Since that time they've handled it real well. . . . I think they are more wise to the moves in the economy and know that they've got to protect themselves.

I don't think there's any question, but it's like you read in the paper. I'm not saying anything new. The survival of this country as far as energy is concerned is coal. We can't depend on oil. Solar is way down the road. Atomic power, I don't know if they would ever let that be used, because of the fear of it. To me, even if I wasn't in the coalfields, it's just obvious—we've got to use the natural resource we have. If we can just get something worked out before all the people in the coal business go broke. . . It gets back to the same thing I mentioned a minute ago. The coal industry is so overregulated that I don't believe it can ever be really stable enough to compete with the world market in fuels until something is done about regulations. I do think this, that in the past a lot of the ups and downs which we saw in the coal business have been with labor/management relations. The UMW union is awful powerful, they have been, they still are and they should be. There has always been this friction: it was us and them. And I can see a trend in recent years, especially since the long strike in 78, that it's not any longer us and them, it's we. The coal operators have a point of view; the union has its point of view. I think they're on the same side. I'm optimistic about the future of coal.

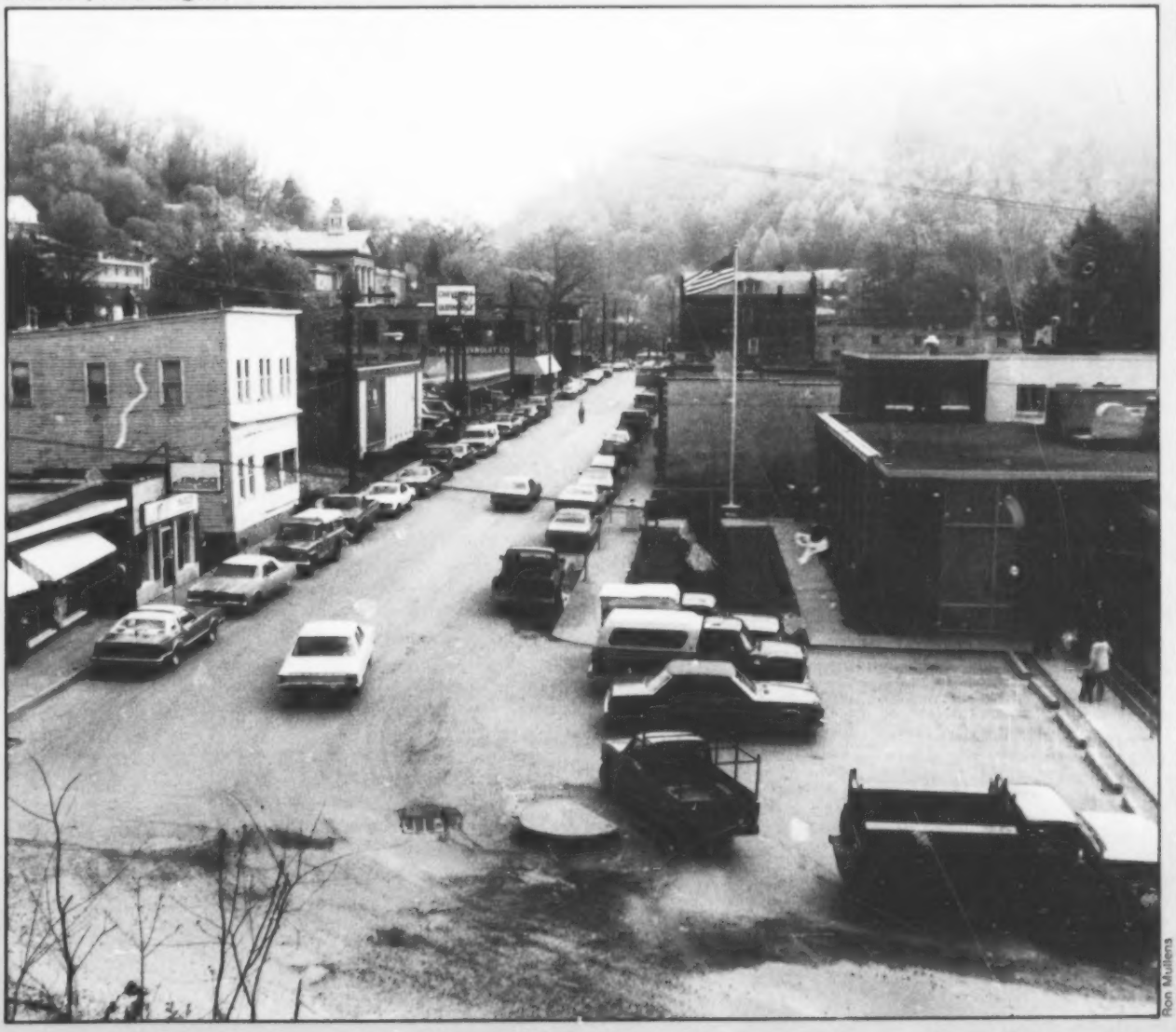
Speaking about this bank, we have been over the years, I'll brag a little bit, one of the top-earning banks in the state. I have informed our board of directors that in 1980 we are not going to make any money. I refuse to put our local customers in a bind. In other words, I'm not going to tell him, "No, I'm not going to lend you this money because I can send it up to New York and make more money up there." It's his money that we're lending. And their money is the reason why we've prospered and grown. Right now we're in an awful bind. I just hope it won't last too long. . . .

A pet peeve of mine, being a banker, is how your big companies, all of them—well, let's say a large percentage of them—have their home offices in Pennsylvania. Most of them in Pittsburgh. All of the money from West Virginia coal ends up in the Pittsburgh banks. The only benefit that the people of West Virginia get from it is the salaries that are paid to the men. . . . There are a lot of small-contract mines—that money stays in the state. But as far as your large companies go, when a miner gets paid here for working two miles up the road, he's paid with a check drawn on the Pittsburgh bank. . . .

Those companies kept payroll accounts with us until

about eight or nine years ago. I don't think I should mention the companies, but they had been real good customers of the bank. One was our largest payroll account; all of the checks were drawn on it for the mines in this area. The treasurer of the company came down to see me and apologized. He said he appreciated the long years of service we had given them, but they had made some kind of arrangement for the Pittsburgh bank to do all of their bookkeeping for them, payroll and everything, and they felt they had to move their payroll account. Out of consideration for the many, many years of services this bank gave them, our name is still on the check, but they don't keep any money here. It's just, they said, for public relations reasons that they leave our name on the check. So on the check it has the Pittsburgh bank, and in small print underneath it "the Castle Rock Bank of Pineville." As you know, all the checks are cleared by magnetic ink and encoded with the bank transit number; so no one ever looks at the bank name anyway. It all automatically goes to Pittsburgh. But that is a pet peeve of all the West Virginia banks.

Pineville, West Virginia



Ron Mullens

At the time this particular company closed out their account here, it had been their policy to keep a payroll account in the local bank wherever they have an interest. They moved them out, all of them. Also in consideration of our many, many years of good services, on payday weekend they wire us from the Pennsylvania bank a token amount which they wire automatically on Thursday. Then automatically we wire it back to them on Monday. Their reason for that is that it will give us extra funds to cash their payroll checks.

That payroll money was money that we could lend to our customers. We would depend on it; we knew that money was going to be here. They would keep a very good balance at all times, and the day before payday they would make a large deposit. So we would have several hundred thousand dollars that we could use, which would be in this bank and we could loan out. When they pulled that money out, it meant that much money we could no longer lend our customers.

Pineville is a good place for parents to bring up the kids, but it's an awful place for kids to grow up in—if that makes sense to you. There's nothing for them to do. . . . Unfortunately, the kids today have gotten away from hunting and fishing. They want to go see the rock bands. They want to go see the movies and things like that, which West Virginia is lacking, in all of the small communities. It's an ideal place to raise a kid. Well, I've got two—one 26 and one 17, and it's an ideal place to raise them because I know who they're with and everything about them. But my 17-year-old, if he wants to see a good movie, he's got to drive to Beckley about 45 miles away. It's not a real long trip, but it's a ways, with gas the way it is. That is the biggest drawback to raising kids in this town. Oh, for parents it's easy, but you got to feel sorry for the poor kid.

I think these young people would love to live in Pineville if they knew that if they wanted to go out to dinner or go out to a show or something, they could get in their car and drive 30 or 40 minutes and be there. But now they know they've got these crooked roads, and if it snows while they are gone, they've got a heck of a time coming back.

I think for a married man, family man, you couldn't ask for a better place to live. But for the youngsters coming along, it lacks a lot. . . . Most of the ones who don't get married young leave and don't come back. The ones who get married settle down here and are perfectly happy. So it's a question of what your values are. . . .

I still think . . . the roads are a key to a lot of the problems I've mentioned. . . . I gripe about it, but I can see why we're the last people to get roads. Because to build a mile of road down here, you can go somewhere else, some other location, and build *ten* miles, or a dozen. And it looks a lot better when you're running for reelection to say, "I've built ten miles of road" rather than to say "I've built a mile of road." It's just a problem we have; we're going to have to live with it. . . . If we had good roads in southern West Virginia, water and sewer, and some recreational facilities, we could take care of ourselves; we can bring the industry in here. Once we get industry, new business in here, people moving in, we can take care of ourselves. But we have an awful lot of people that consider moving an industry or business here—maybe I'll talk to someone, "Hey, why don't you come in to Pineville and open up a little factory or something like that?" The first thing they say is, "Over those roads? I can't get my materials in." As far as the government coming in . . . , I would say to build the roads and let us take care of the rest of it. Just get us started. I'm a great advocate of free enterprise.

We're all sitting here praying for tomorrow. . . . There's an awful lot of mines shut down in this area. We haven't seen a great effect here at the bank, but there hasn't been any growth in the money in circulation in this area in six months. . . .

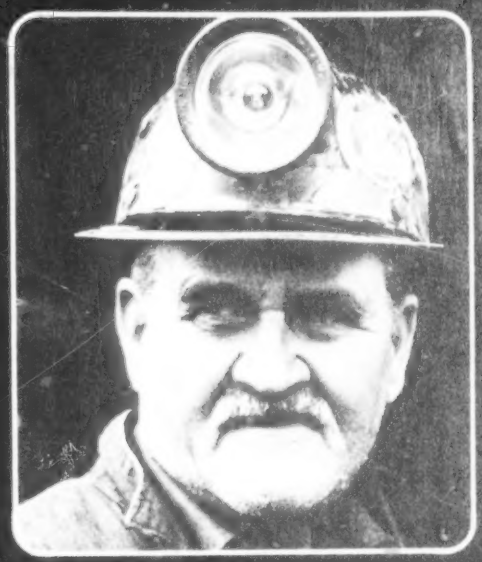
Our resources at the close of business yesterday were $40 million. In 1970, ten years ago, our total resources were $9½ million. We have had good growth. Our profit has been real good. That's why I'm not really worried about 1980. I think the stockholders in this bank will look back over the past ten years and say, "You all deserve a bad year." We're not just a profit-making organization—we're kind of half public service, profit-making the other half. ■

The interviewer was Mercy Hardie Coogan.

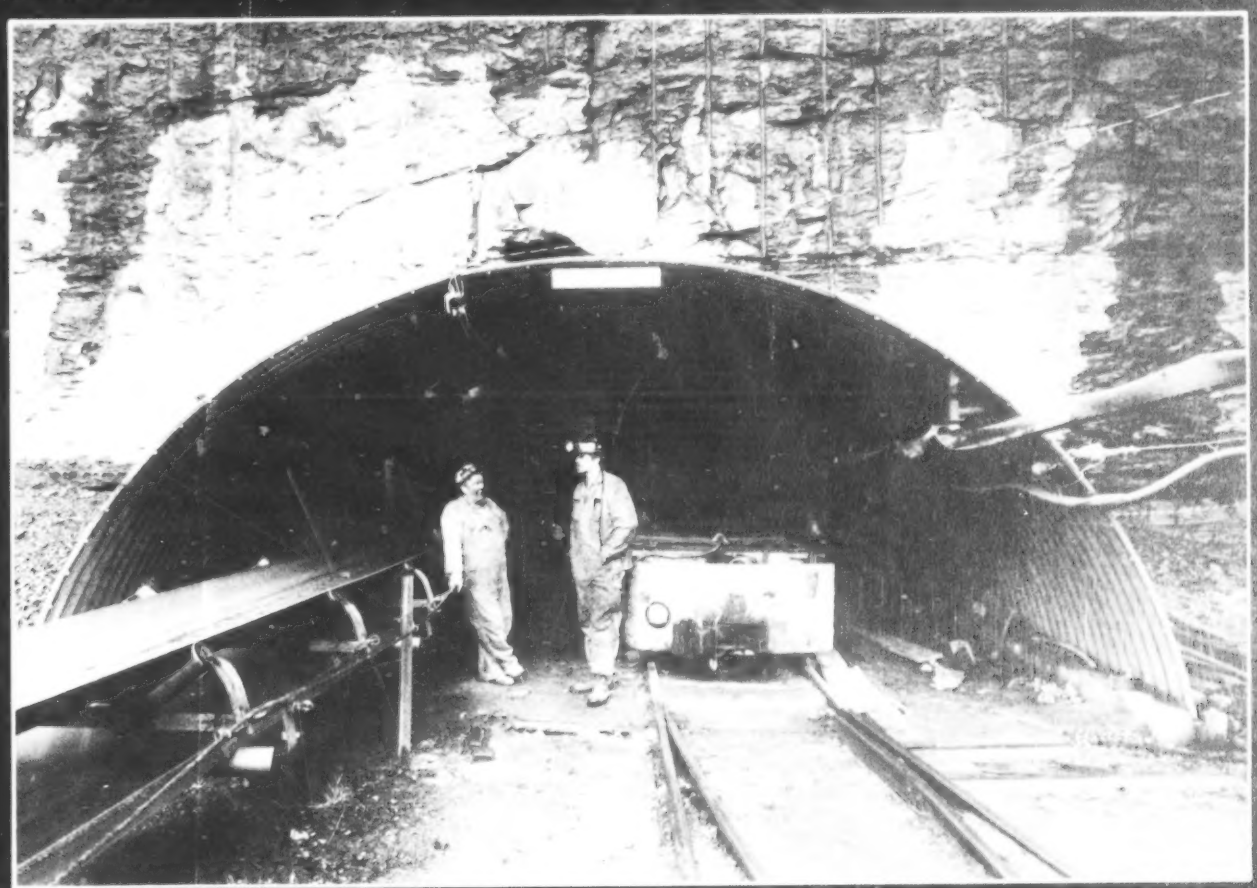
Coal

Out of the Deep Mines and Ready for Market

A Photo Essay by Bill Blanton



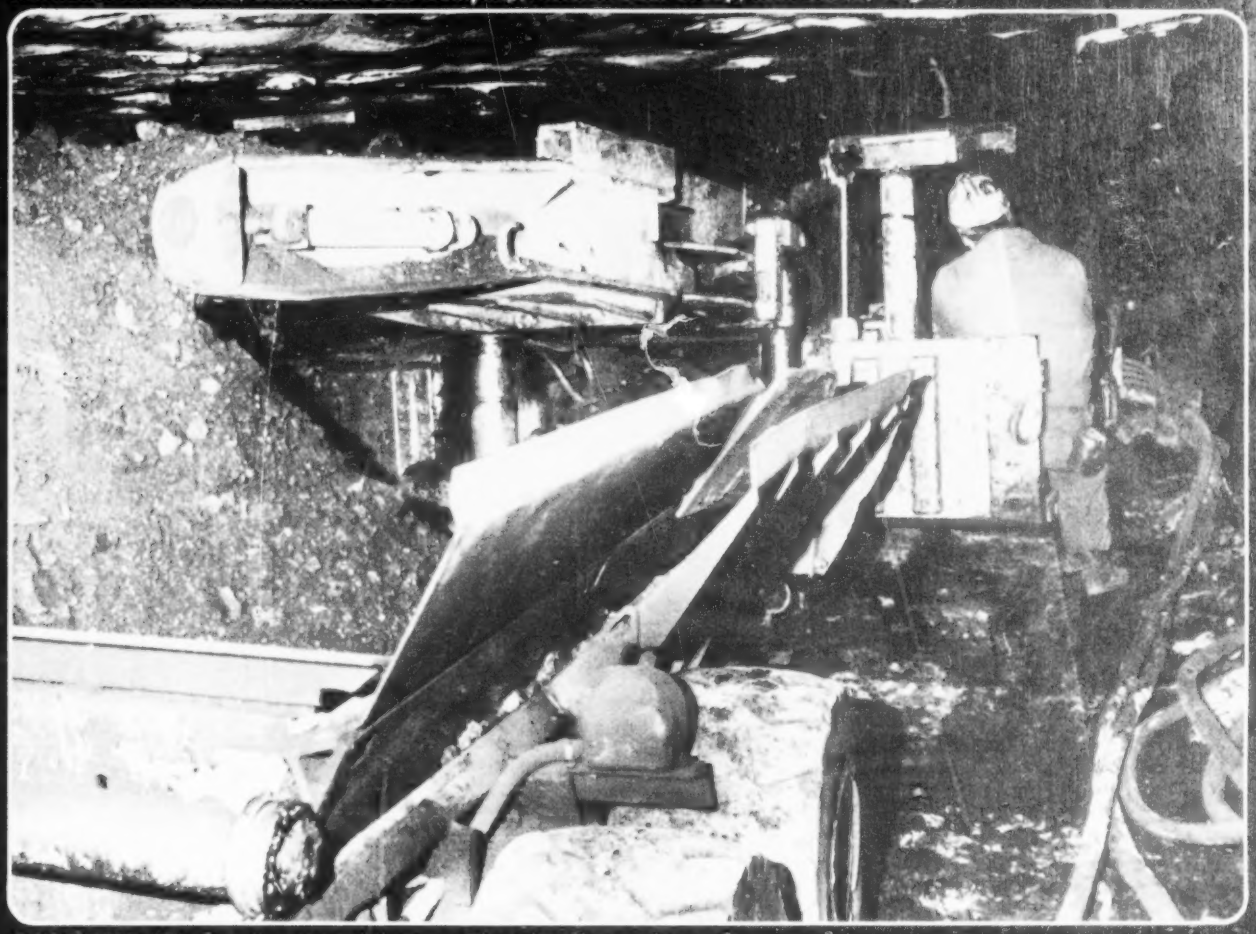
Miners travel into the underground mines in shuttle cars.



Holton Mine, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

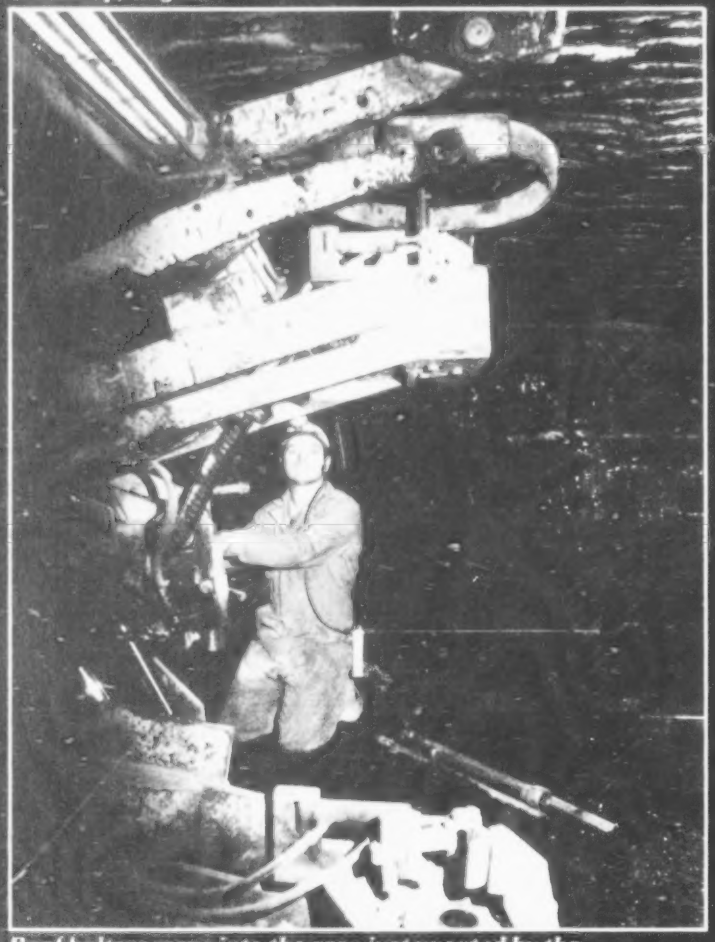
Holton Mine, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

Hurricane Creek Mine, Clinchfield Coal Company, Pittston Coal Group, near Carbo, Virginia



OPPOSITE: The continuous mining machine rips the coal away from the face. ABOVE: The continuous mining machine (right) loads the coal onto shuttle cars (left), which transport it to loading stations.

Holton Mine, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia



Roof bolters move into the area just vacated by the continuous mining machine to secure the roof to make it safer to work under.

Beckley No. 2 Mine, Ranger Fuel C Bolt, West Virginia

pany, Pittston Coal Group,

Holton Mine, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

LEFT: The exposed coal is dusted with rock dust to reduce the danger of its igniting. RIGHT: Curtains are hung to direct the airflow toward the face and carry coal dust and methane away to prevent an explosive mixture from accumulating.

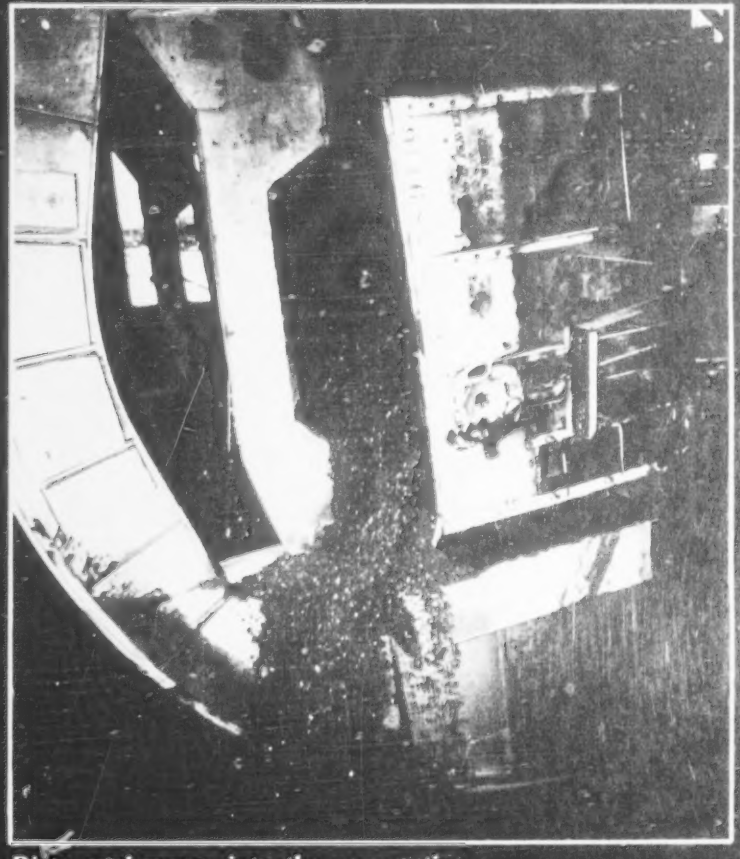
Holton Mine, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

Conveyor belts haul raw coal to stockpiles from which it will be trucked to the preparation plant. (In some plants it moves directly from the mine to the plant.)

Raw coal coming into the preparation plant contains chunks of slate and other debris.

Bullitt Preparation Plant, Stonega Division, W

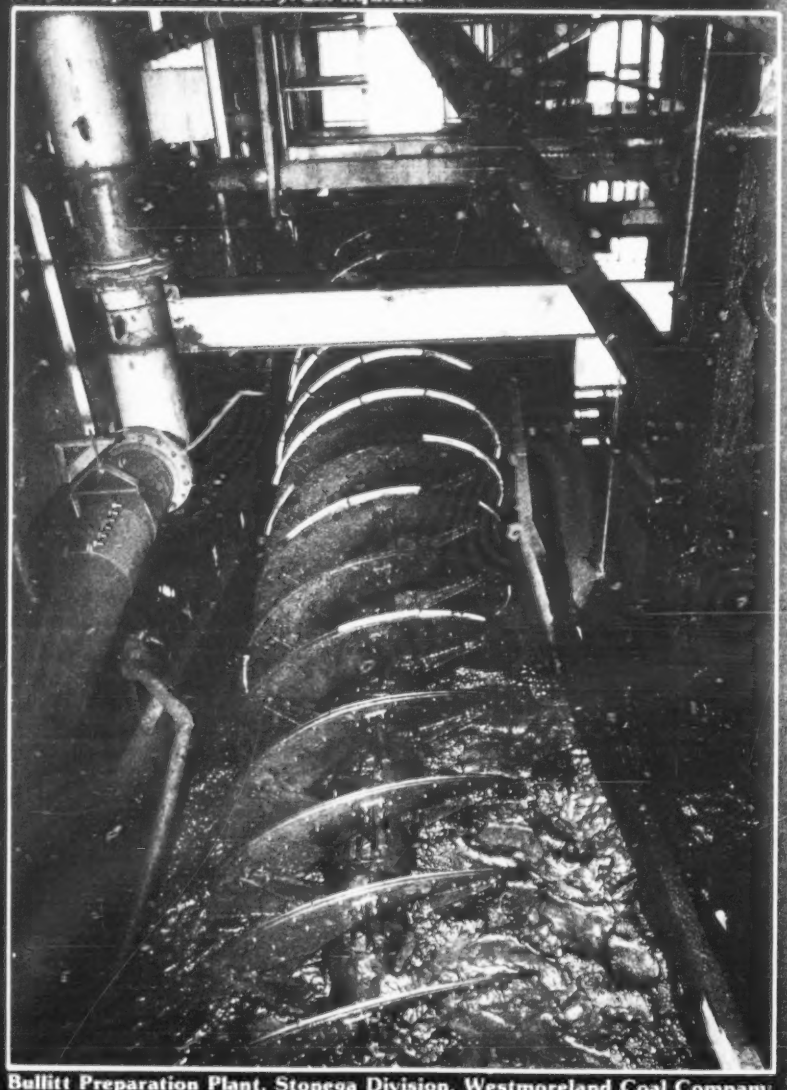
Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia



Dirty coal moves into the preparation plant to be cleaned; here, a coal car dumping machine empties it onto an underground conveyor belt.

moreland Coal Company, Big Stone Gap, Virginia

Coal is mixed with water to begin its trip through the plant—here, a giant Archimedes screw separates solids from liquids.

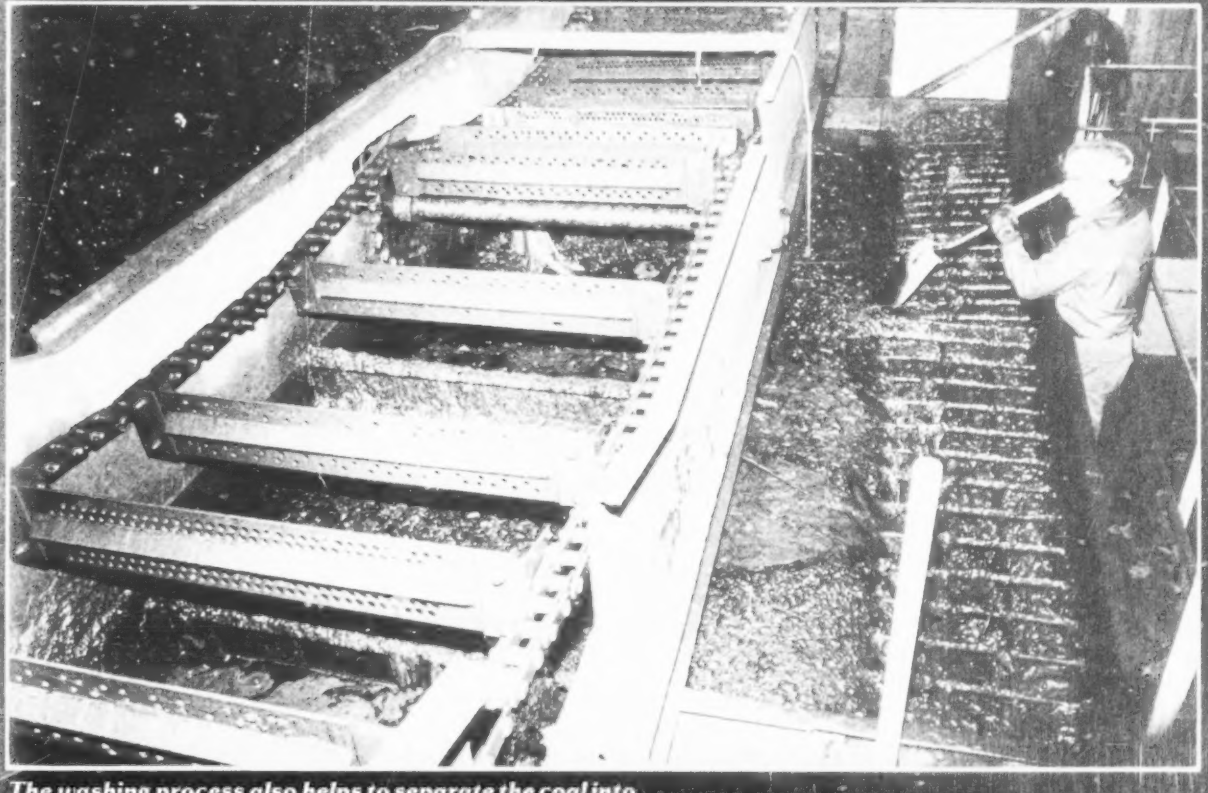


Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

Beckley No. 2 Preparation Plant, Ranger Fuel Company, Pittston Coal Group, Bolt, West Virginia

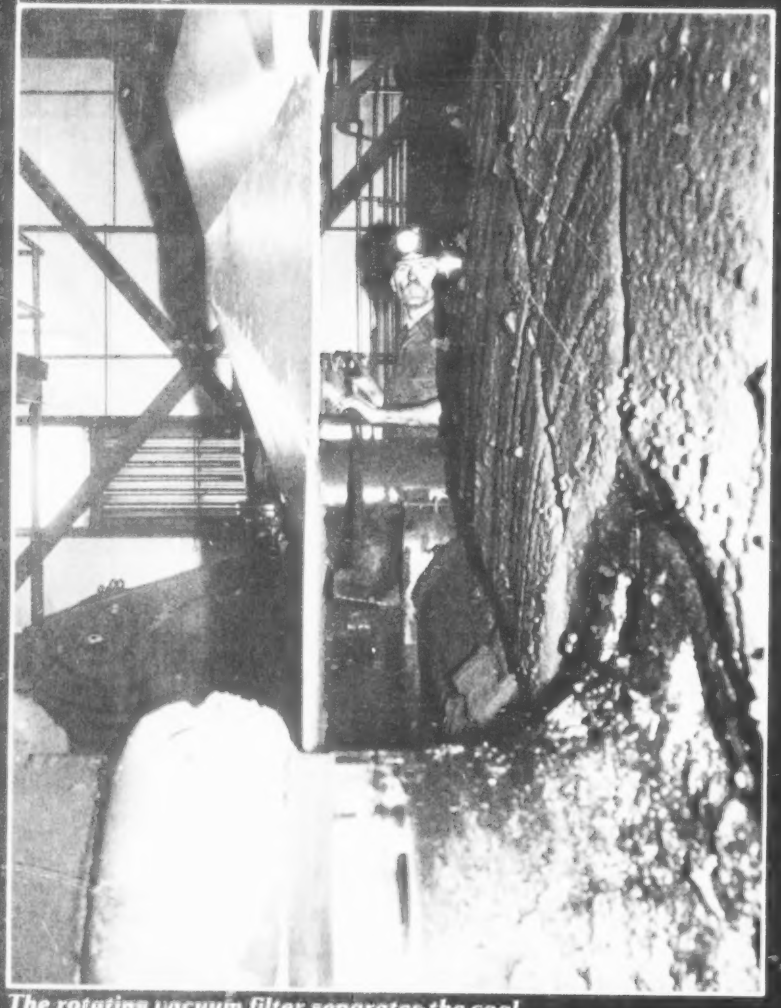
Machines shake the raw coal to separate it into various sizes.

Beckley No. 2 Preparation Plant, Ranger Fuel Company, Pittston Coal Group, Bolt, West Virginia



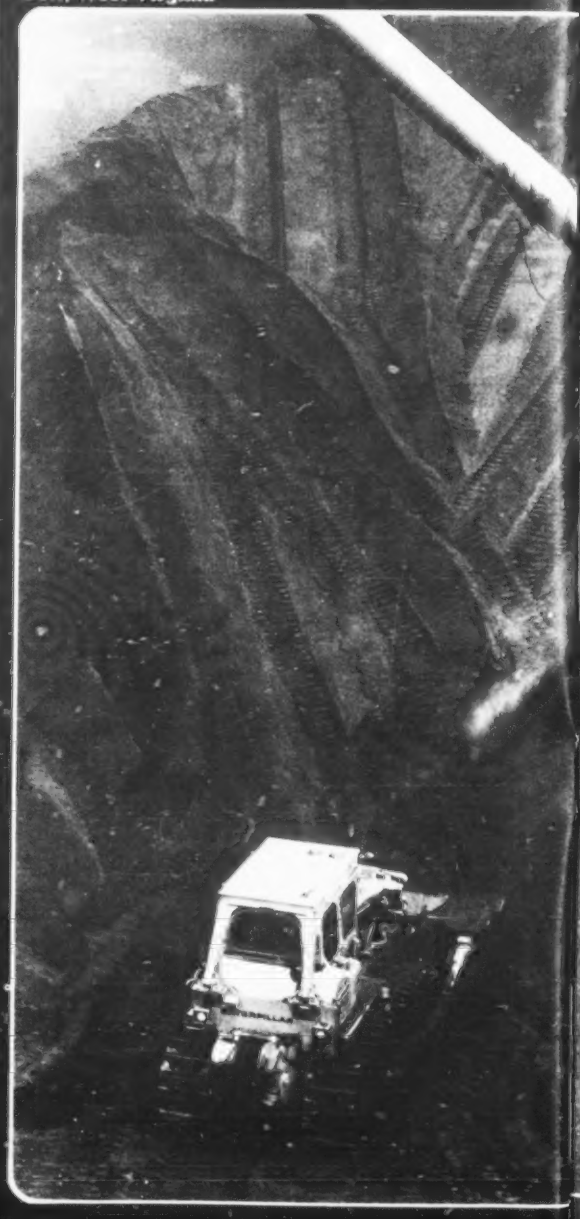
The washing process also helps to separate the coal into various sizes; screens in the bins permit finer particles to pass through.

Beckley No. 2 Preparation Plant, Ranger Fuel Company, Pittston Coal Group, Bolt, West Virginia

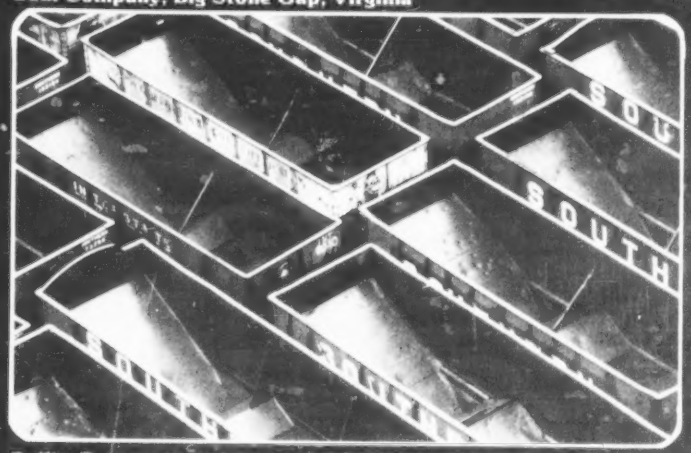


The rotating vacuum filter separates the coal solids from the coal/water mixture. Here, sludge, or very fine coal, is clinging to the filter.

Beckley No. 2 Preparation Plant, Ranger Fuel Company, Bolt, West Virginia



Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia



Coal is loaded for shipment into empty coal cars like these.

ttston Group,

Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

From the silos coal moves to a loading station. The man in the control room above is directing the loading.

After the water is removed, the coal goes to silos or to stockpiles on the ground to be stored until shipment.

Beckley No. 2 Preparation Plant, Ranger Fuel Company, Pittston Group, Bolt, West Virginia

The settling pond is used to drain sediment out of the water that has been used in the preparation plant so that it can be reused in the plant.

Tubes cover the conveyor belts that carry refuse from the preparation plant to the dump.

Bullitt Preparation Plant, Stonega Division, Westmoreland Coal Company, Big Stone Gap, Virginia

News of the Region

Joan Mondale Dedicates Folk Art Center in North Carolina

Joan Mondale, wife of the Vice President of the United States, delivered the dedicatory address during a ceremony of mountain music, remarks and ribbon cutting that formally opened the Folk Art Center on the Blue Ridge Parkway near Asheville, North Carolina, on April 17. Mrs. Mondale, a devoted supporter of American arts and crafts, had attended the groundbreaking ceremony three years earlier.

Robert Gray, executive director of the Southern Highland Handicraft Guild, which will operate the center jointly with the National Park Service, was the master of ceremonies. Gray introduced Superintendent Garry Everhardt of the Blue Ridge Parkway, Deputy Director Ira Hutchinson of the National Park Service, President Richard Bellando of the Southern Highland Handicraft Guild, Federal Cochairman Albert P. Smith, Jr., of the Appalachian Regional Commission and Crafts Director Eudorah Moore of the National Endowment for the Arts, all of whom made remarks commemorating the opening of the new center, and Carolyn Hunt, wife of North Carolina Governor James Hunt, who introduced Mrs. Mondale.

The $2.2-million center, for which the Appalachian Regional Commission provided $1.5 million, was built through a partnership effort that included the state of North Carolina, the Southern Highland Handicraft Guild, the Appalachian Regional Commission, the National Park Service, the National Endowment for the Arts and various local groups. It will preserve and nurture native crafts, music, dance and other folk arts of the Southern Highland area through recreational and educational programs. The 30,500-square-foot building contains a museum and exhibit area, a craft shop, an indoor/outdoor auditorium, a library, administrative offices for the Southern Highland Handicraft Guild and a Blue Ridge parkway information booth. Center facilities are open to schools and other organizations for special projects and training programs related to the folk arts.

White House photo

Joan Mondale, wife of the Vice President of the United States.

Speaking to more than 1,500 people, Mrs. Mondale pointed out that the new Folk Art Center will not only serve guild members but "benefit the entire Region and our nation in so many ways. The thousands who visit [the center] will come away with a new understanding and appreciation of the traditional arts and crafts of this region. The crafts people, musicians and the dancers who find an outlet here for their creativity will benefit not only economically, but also from the opportunity to communicate their artistry and skills to others. This center will provide an environment that nourishes the creative spirit of our fine traditional artists."

On the occasion of her visit to the Region for the groundbreaking ceremony three years earlier, Mrs. Mondale said, "We are learning that arts should be considered essential in the planning of communities. They are becoming part of the mainstream of life; the arts can add to the economic development and welfare of our communities."

ARC Federal Cochairman Smith, a former chairman of the Kentucky Arts Commission, called the Folk Art Center a perfect example of a way "to incorporate Appalachia's cultural heritage into its economic development programs" and thanked Mrs. Mondale for her personal support of this project during his remarks.

After the ceremony, the center's first show, "Appalachian Crafts in Transition," opened to celebrate both the center's birth and the fiftieth anniversary of the Southern Highland Handicraft Guild. The guild is a nonprofit association of more than 600 craftspersons from Maryland, West Virginia, Virginia, Kentucky, Tennessee, North Carolina, South Carolina, Georgia and Alabama. The exhibit of more than 300 examples of guild work in wood, glass, metal, fiber and clay by Appalachians from nine states can be seen at the center through July 10. ■

The Folk Art Center operated by the Southern Highland Handicraft Guild and the National Park Service.

Southern Highland Handicraft Guild

Putnam County, Tennessee: Growth, but Not at Any Price

By Mercy Hardie Coogan

Robert Rathe

D. C. Bilbrey works on a dulcimer.

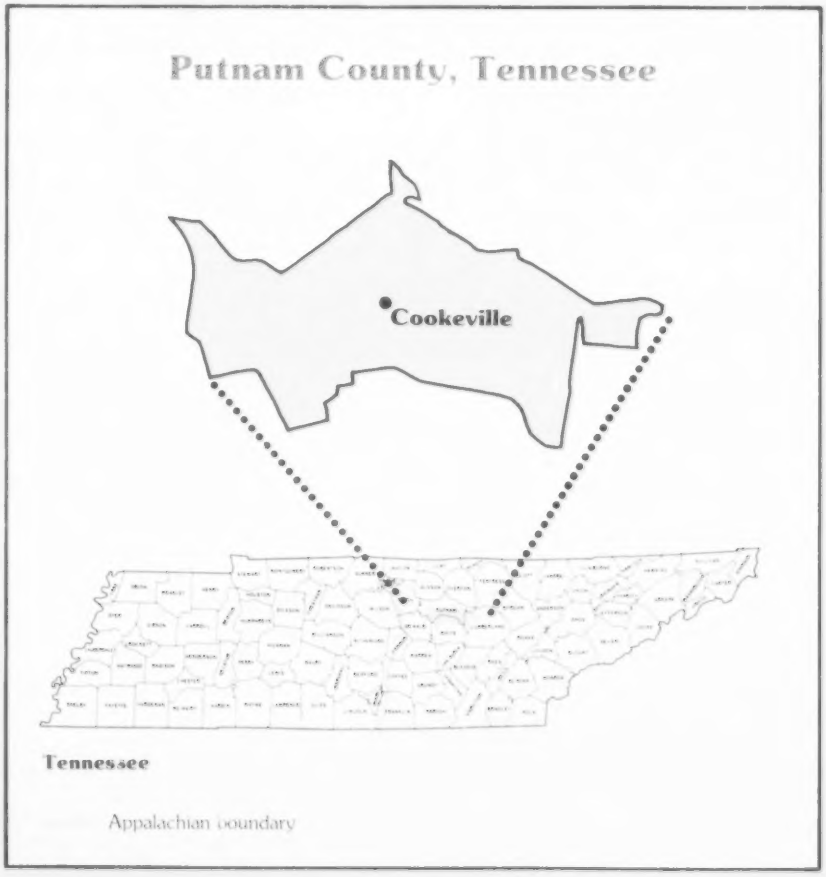
Contrasts abound in Putnam County, Tennessee. It is rural—has acres of rich farmland, miles of beautifully hilly, tree-covered scenery. And yet in its midst flourishes the bustling, enterprising, development-minded town of Cookeville.

It is, perched up there atop the Cumberland Plateau, far, far from the madding crowd. Bisected by Interstate 40, it is just over an hour's drive from Nashville, Knoxville and Chattanooga.

Some people in the county still make sorghum and molasses by using the slow old-time methods learned from grandparents and great-grandparents, while others work in the new Russell Stover plant which turns out more candy in one day than most people could consume in a long lifetime.

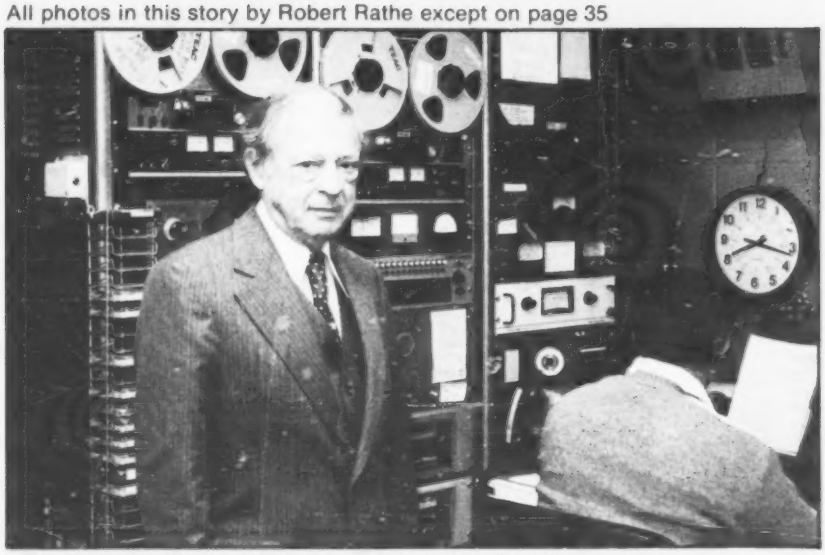
One man in the county, D.C. Bilbrey, fashions dulcimers by hand. He painstakingly, lovingly forms pieces of cherry wood into the shape of that sweet-sounding instrument, which has its roots in Elizabethan England. Another man, Daniel Drab, enthuses over his large company's contribution to the floor wax industry, to fair management practices, to innovative production methods.

At first blush, Putnam County and its largest town, Cookeville, seem not unlike scores of other rural areas throughout the nation experiencing the pull and tug of extensive development. But upon closer scrutiny this Tennessee county possesses a fundamentally different quality from most regions of equal size and similar geography. Call it a sixth sense for plotting and executing successful economic development, or a special brand of aggressiveness in turning losses into gains, or just plain old country gumption and wisdom.



Mercy Coogan is on the staff of *Appalachia*.

All photos in this story by Robert Rathe except on page 35



Judge Luke Medley stands in his radio station's broadcast room.

The Politics of Growth

Judge Luke Medley owns a radio station in Cookeville. Back in 1940, when it was built, WHUB was the smallest station affiliated with the Columbia Broadcasting System.

Medley knows all about the contrasts and the change in Putnam County. He figures he has experienced just about every one anybody can think of. In 1940, when he settled in Cookeville, the area's economy was an agrarian one. At that time and for the next 20 years, 70-80 percent of the available jobs were farm-related ones. Today, he says, the figures are much different: 70-80 percent of the jobs are industrial.

"I'd have to say that the real change began happening somewhere in the mid 60s," the judge says. "It was 'long

The Norwalk furniture plant is just one of the many industries that have brought new economic growth to the area.

But whatever you call it, this quality has pretty well turned the area around during the past decade and a half. Between 1971 and 1979, over 2,600 new manufacturing jobs were created in the county. And unlike the past, when the wearing apparel industry, with its history of transiency, low wages and imperfect working conditions, dominated the county's limited industrial market, the jobs of the 70s are diversified. They offer good wages and decent benefits to workers. And though people in Putnam County and Cookeville do not claim they have a corner on the successful development market, clearly the movers and shakers of that part of the Volunteer State are doing something very right.

about then when these federal programs, like the Appalachian Regional Development Act and the federal Interstate highway program and others, let it be known that money was available to those localities that needed it and were willing to go after it."

In the 50s, when Medley was a county judge, he served as a member

best copy available

of the governor s Interstate highway planning group. Each state had such a group which was given the task of figuring out the location of the state's Interstate highway system.

"As a result of my being on that committee," smiles the judge, "I-40 goes right through Cookeville and the county. And I don't need to tell you how important the Interstate is to us. I'd say its coming has meant more to Cookeville than did the railroad's arrival in 1890."

Interstate 40 runs east to west across Tennessee—from the North Carolina border straight across through Memphis and into Arkansas. Since all the industries in Putnam County rely at least partially on trucks for obtaining supplies and/or sending products to market, it goes without saying that the Interstate is to the area what the Alaskan pipeline is to that state's oil industry.

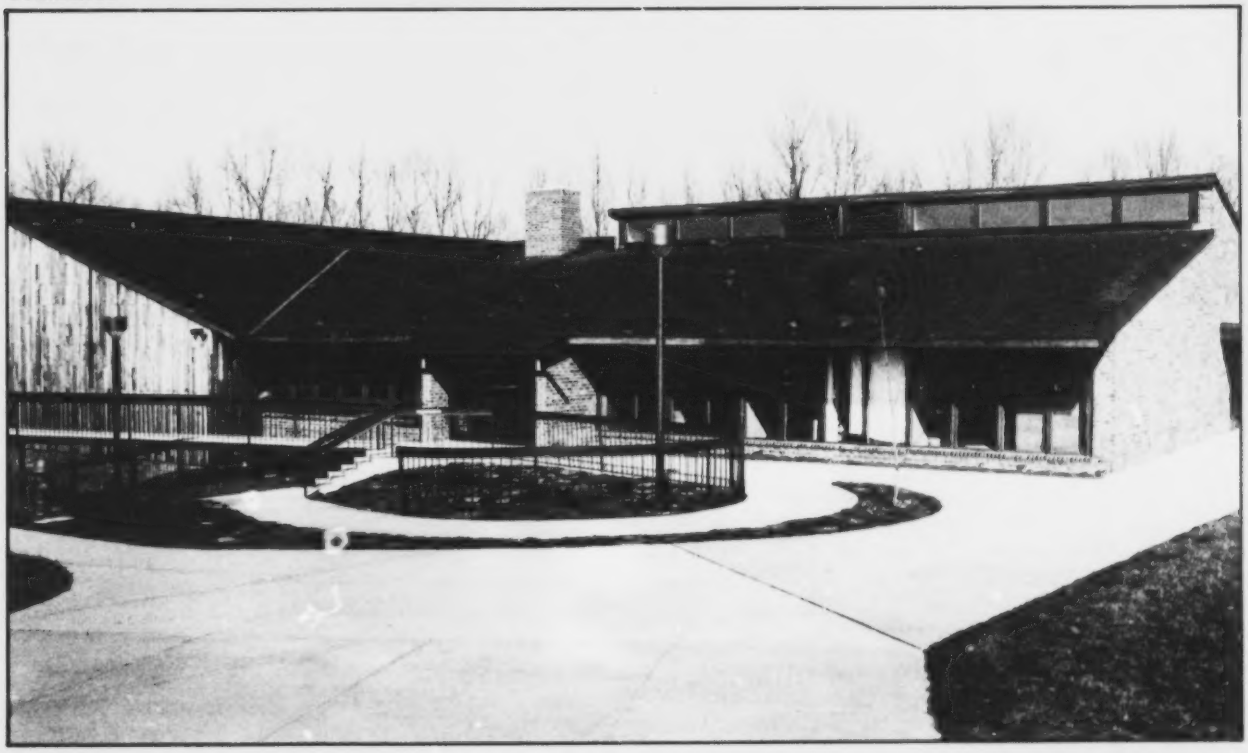
But Judge Medley is the last one to concede too much to I-40. Though the county would be in a terrible bind without it, there are other factors equally responsible for the area's good economic health. Corridor J, for instance, will cut across the county (and the state) from north to south. Even though the corridor is still under construction, current and prospective industrial clients in the area credit the construction with some of the past growth and acknowledge its tremendous future worth.

"It's not as if we're the only town and county that I-40 runs through, you know," insists the judge. "And look at Corridor J—route 111 we call it—not even finished yet, but we've (and by 'we' I especially mean Eldon Leslie over at the chamber of commerce) convinced all kinds of people that a current investment in the area is well worth while with the corridor available in the future. Nobody here figured that in themselves the two highways would bring development. We knew we had to maximize their potential, so to speak.

"And let's not overlook our university, Tennessee Tech, with its excellent engineering school. Tech brings a whole lot to this entire region, including new business and industry."

ABOVE: Eldon Leslie (left) and Henry Bowman, economist with the Upper Cumberland Development District (right), pay a visit to the construction site of Corridor J (route 111). BELOW: Eldon Leslie is the head of the Putnam County chamber of commerce.

Tennessee Technological University (TTU) has been in Cookeville for 65 years. It has graduated over 24,000 students—half of those during the 70s alone. Nearly 8,000 students are currently enrolled at the university, which is the county's biggest employer. The area's industrial community has long regarded TTU as a personnel director's Eden. A high percentage of the local industries hire TTU-trained people and place them in high- and mid-management level positions. The university's talent pool includes graduates from the Ph.D. program of the College of Engineering as well as those with a master's of business administration from the College of Business.



ABOVE: Tennessee Technological University has served the Cookeville area for 65 years. BELOW: The new Joe L. Evins Craft Center, located near Cookeville, was named for the long-time Congressman from that district who was formerly chairman of the U.S. House of Representatives Appropriations Committee.

The regional vocational-technical schools (in Overton, Cumberland and Warren counties) also provide specially trained industrial workers to the area. Many of the industries work closely with the university and the vo-tech schools so that the curricula in the schools can match the needs of industries.

"There was a time when we would go outside the area for our main people," one Cookeville plant manager states, "but in recent years there has been more than enough capable local talent. Nearly all of our equipment is computerized; working it requires very special technical training. The vo-tech schools offer computer training programs that fit our needs. It's an ideal set-up as far as we're concerned."

The Price of Growth

Like the county, Cookeville is full of contrasts. Take two of its most important buildings—the Putnam County courthouse on the town square and the city administration building. The former, built at the turn of the century, features bright red brick and white Doric columns. Inside, the county business is conducted as it has been for decades. It is an old, comfortable place where men in bib overalls regularly stroll the hallways going about their business or just visiting with friends.

Two streets up from the courthouse is the sleek municipal building—all concrete and plate glass. Inside it, three-piece suits and copies of the *Wall Street Journal* are commonplace.

Bethel Newport serves as Cookeville's city manager. That is, he has been appointed by the city council and the mayor to administer the town's day-to-day affairs. Though he sits behind a brightly polished desk of Scandinavian design, his down-home manner suggests that he is not all that removed in spirit from the oldtimers over at the courthouse.

Like Judge Medley, Newport has been around Putnam County for several decades. 1980 marks his

ABOVE: City Manager Bethel Newport (far right) conducts a meeting at the city municipal building. BELOW: The stately old Putnam County courthouse is situated in Cookeville's central square.

James Cunningham

Cookeville's modern municipal building was constructed in the 1960s.

twenty-second year of government work in the county. He too attributes many of Cookeville's changes to I-40 and to TTU's influence. But he also credits the town's go-get-'em attitude in landing federal grants and loans. In the 60s Cookeville decided to apply for a Model Cities grant—federal dollars set aside to help refurbish certain cities or parts of cities in regions all over the country. The result was that all of Cookeville was designated as eligible for funds. It is thanks to Model Cities grants that Cookeville has its modern municipal building as well as the equally impressive drama center/police headquarters (christened the "criminal arts" building), which is located in the center of town. Additional federal grants have helped the city to improve its streets and sidewalks and to conduct several other major face-lifting projects.

"I reckon we were about the first town in the southeast to have a community development office," says Newport. "We didn't know a thing about getting federal money when we started, but now we're pretty expert at finding the sources and tapping into them. We pretty well know what we need, you see, and we know just about where we're headed. That's the key to it all."

Another key, Newport agrees, is Cookeville's deserved reputation as a regional medical center. The new general hospital provides first-rate care in practically every medical specialty. And Bethel Newport does not mind boasting that it is the finest health facility between Knoxville and Nashville. (The Cookeville General Hospital was expanded with the help of funds from the Appalachian Regional Commission [ARC]. For exact totals on this and other Putnam County projects supported with ARC grants, see the box on page 36.)

After attracting federal monies for its Model Cities renovation and for the regional medical center, Cookeville demonstrated a real knack for attracting categorical grant funds and,

Robert Rathe

The area's fully equipped and superbly staffed general hospital provides excellent medical care.

ARC Investments in Putnam County*

Project	Total Cost	ARC Grant
Access Road, DeKalb-Putnam Counties	$3,102,290	$2,171,603
Tennessee Tech. Biology Building	779,267	135,537
Tennessee Tech. Math and Physics Building	913,031	126,120
Tennessee Tech. Engineering Building	930,275	166,204
Tennessee Tech. Biology Building Overrun	100,767	16,648
Tennessee Tech. Engineering Building	25,982	3,770
Tennessee Tech. Biology Building	253,957	43,173
Tennessee Tech. Chemical and Engineering Building	2,365,000	200,000
Cookeville General Hospital	1,553,357	200,000
Cookeville Water Supply System	1,242,400	200,000
Cookeville Library	475,199	95,040
Putnam County Vocational High School	800,000	560,000
Tennessee Tech. Transport Phenomena Lab Equipment	22,200	4,440
Tennessee Tech. Aquatic and Environmental Biology Science Equipment	11,000	2,200
Tennessee Tech. Civil Engineering Equipment	27,400	5,480
Putnam County Early Childhood Education Program	162,187	6,687
Putnam County Early Childhood Education Program	141,935	6,018
Baxter Water Line	148,000	28,225

*Exclusive of Appalachian Development Highway Program.

with the help of some flexible ARC dollars, weaving these funds into support of a coordinated, comprehensive development program.

"The strategy here," explains Frank Humber, a city planner who directs the town's office of community development, "has been to make the most out of every grant we receive. Fulfill each grant's requirement, of course, but rather than make it a simple one-shot deal, study all the possibilities of tying grants together so that we squeeze every drop of benefit from the money. Of course, that's just sound planning, but you'd be surprised how many towns and counties just grab what they can without any thought for the long-range picture."

Humber's words, like the judge's and the city administrator's, carry with them the development style characteristic of the area: think positively; think comprehensively; think ahead.

Frank Humber is a city planner for Cookeville.

And Eldon Leslie might add: think discriminatingly.

The Broker of Growth

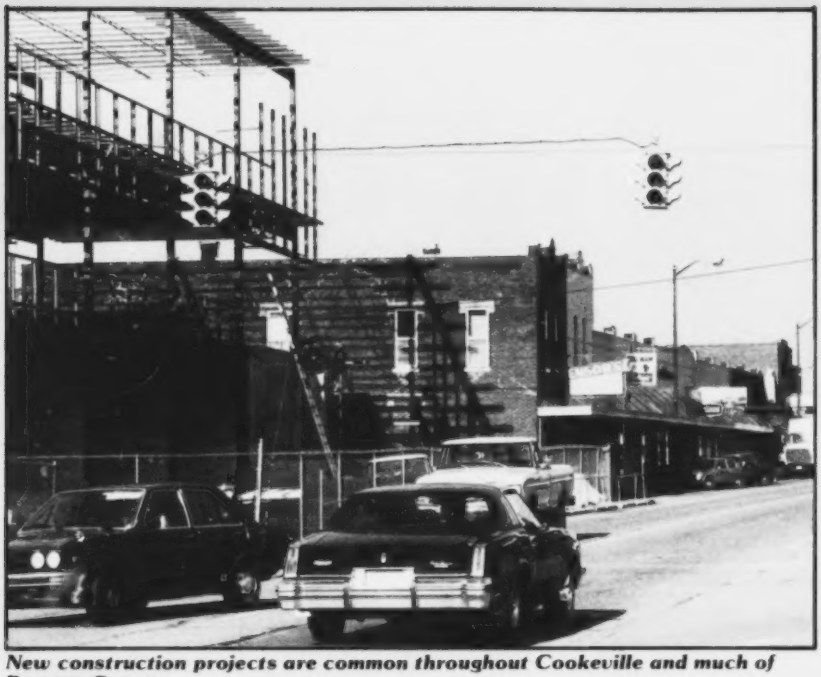
If Eldon Leslie were to choose a fitting motto for his personal coat of arms, it is likely that the phrase "balanced economic growth" would figure somewhere in the wording. For nearly 15 years, Leslie has worked as director of the Putnam County chamber of commerce, and during his tenure the district's industrial development has been phenomenal. And while to a few it may seem purely coincidental that the great upward swing began occurring precisely at the time when Eldon Leslie came on the scene, many more believe that his innate and acquired planning and development skills entitle him to a bona fide spot in the county's Hall of Fame. Judge Luke Medley and city administrator Bethel Newport state in so many words that they consider Leslie the mainspring—along with I-40, Corridor J, TTU and the other factors already mentioned—of the current boom. Any city could have taken advantage of ARC and federal agency programs started in the mid 60s. Leslie made certain that Cookeville did.

And Henry Bowman, who is an economist at the Upper Cumberland Development District (a local development district that covers 13 counties in addition to Putnam), also lists Eldon Leslie among the chief architects of the county's recent good fortune.

"There are chambers of commerce, and then there are chambers of commerce," Bowman states. "Eldon Leslie is a lot more than most of us expect from the director of a chamber of commerce. I consider him a shrewd developer, a super salesman."

Leslie feels uncomfortable when people start crediting him in too generous a fashion. He says that until recently he did not like to be known as a developer, a person he once considered to be similar to that infamous creature, the Yankee carpetbagger. Instead, he preferred to describe his role as that of a conduit, a go-between for the county and prospective businesses. The fact is, however, Eldon Leslie is an extremely successful go-between.

"It's been about four years since we last went out looking for a business to



New construction projects are common throughout Cookeville and much of Putnam County.

settle here. And yet we've had some excellent groups come in," Leslie tells a visitor. "They come to us now because the word has gotten around about Putnam County and Cookeville. We discourage about four for each one we endorse."

The chamber of commerce headed by Leslie has a membership of 250 area business people. And while the organization functions in all the typical chamber-of-commerce ways, the Putnam County group is active in many more areas than most, because of Leslie's particular skills. Probably its most unique service to the county's business community is the time and energy it devotes to labor-management negotiations. Although Leslie claims that all he does is provide a meeting room and some coffee for the two groups and that they deal with the issues without any help from him, others disagree.

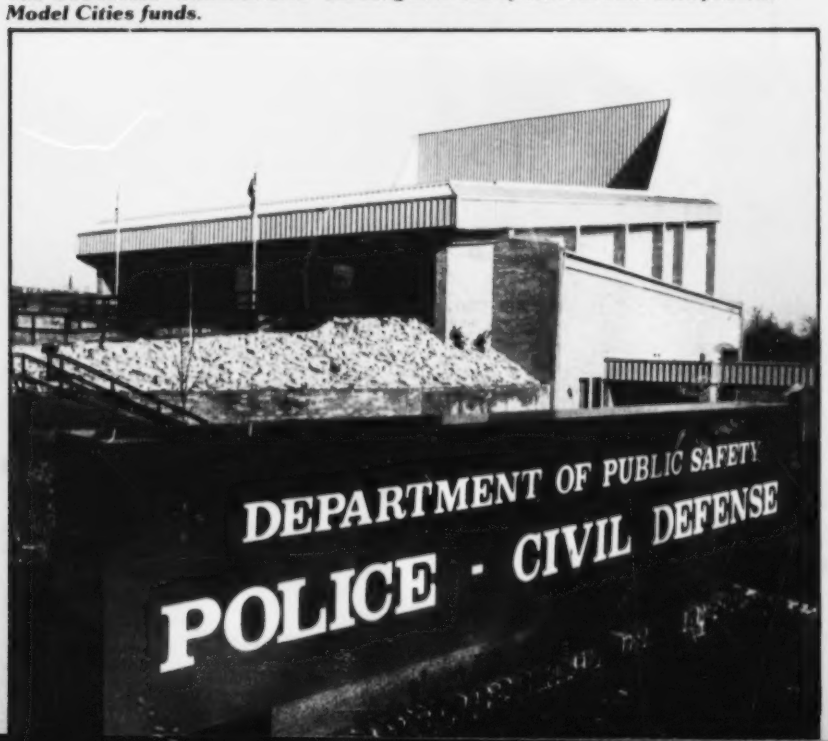
"If my memory serves me correctly," one board member recalls, "Eldon's been involved in close to 50 negotiating sessions between labor groups and management. By listening well and offering advice when it is sought, he has pretty much singlehandedly created an atmosphere of credibility among labor and management and the chamber. And word of a thing like this spreads fast. Industries looking for new locations are quick to learn that Cookeville, and all of Putnam County, is stable, alive, just a plain fine place."

But Putnam County is choosy—very choosy. It has established certain criteria without which the welcome sign is not displayed. At least two major industries have been discouraged by the county (read: Eldon Leslie) from settling there because of what were discerned to be "incompatibilities," from the county's viewpoint. No names were mentioned. No media attention was attracted. An invitation was merely withheld.

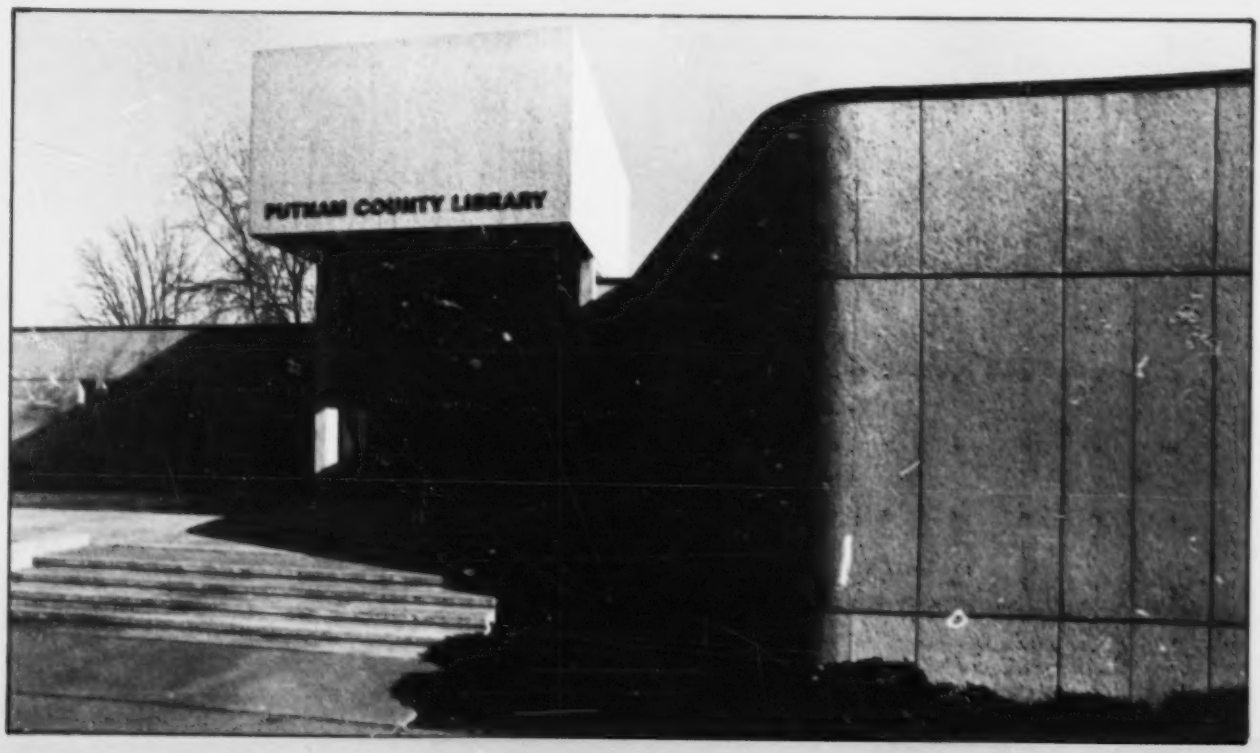
"We're not carnival barkers out to hustle people here," Leslie insists. "We don't want pollution and other problems associated with rapid, unmonitored development. That's why we're selective, and that's why we accept responsibility for our people—the new industries and the people who work for them—once they've settled here. Their labor disputes, for instance, are important to us, and we're anxious to help."

Of course the county has not escaped all the hazards that accompany good economic times. Cookeville's downtown businesses, for example, are struggling to withstand the competition presented by the large new shopping plaza that has recently been built at the I-40 interchange. And along Jefferson Avenue, the thoroughfare leading from the Interstate into the main part

The Cookeville "criminal arts" building was one of several built with federal Model Cities funds.



The area's senior citizen center (ABOVE) and the new ARC-assisted county library (BELOW) are two of Cookeville's newer buildings.



of town, fast food chains and their garish neon advertisements are on the offensive.

But these problems, Eldon Leslie contends, are manageable. What is really important is to keep new development on a tight rein. The county must make sure there is adequate housing, enough educational and medical facilities, plenty of leisure-time attractions and the other amenities that support new growth.

The Future of Growth

When asked at what point he would like to see the area's growth level off, Leslie's response is that he hopes it never comes to that. Continuous, regulated development is his goal.

Other local business and civic leaders seem less anxious to push for unlimited development. Luke Medley says he would like Cookeville's population to go no higher than 25,000 to 30,000 people. He worries that the town would be in danger of losing its unique character should it get too big and busy.

"I share the judge's concern," answers Leslie, "though I don't believe we have to worry about becoming another Knoxville or anything like that. I feel we've reached a plateau right now. What I call interstate development has ceased—we've not built a motel in nine years, and the growth in fast-food franchises on Jefferson Avenue is leveling off. I think we are now moving development away from I-40. We want more small industrial operations to locate around the county. Not any of those octopus-like companies that want to dominate or control a community, but ones that believe in the area and are willing to join the common effort to make it an even better place."

The common effort includes working on some regional issues as well as those which affect only the county. One important regional concern, Corridor J, requires cooperation from many counties and towns in working with the state to get the highway completed. (No completion date for Corridor J is set, though construction work on the central section is now taking place.)

Another concern is the threatened discontinuation of the Louisville and Nashville railroad line from Nashville to Knoxville. The line is a major link for area manufacturers, some of whom depend on it, along with I-40, for transporting supplies and merchandise. The Upper Cumberland Development District, like local business and community leaders, is devoting much of its time and talent to averting the L and N shutdown.

The Sparta-White County airport is proof of what successful regional cooperation can accomplish. Cookeville, realizing the importance of an airport to many of its industrial residents, decided to contribute funds to the White County facility. With Cookeville's support as well as funds from White County and the town of Sparta, the airport is growing into the kind of air terminal that can serve the entire area.

The well-oiled economic development machinery of Putnam County and Cookeville has turned out an excellent product. Thanks to it, the area shows all the proper signs of true economic vitality:

- The county population has increased from 36,000 in 1970 to about 42,000 in 1979.
- There has been a significant rise in the number of jobs and the quality of available employment.
- There is a growing tendency for young people to remain in the area rather than to migrate elsewhere in search of jobs and a better life.
- There is a steady return of some of the people forced to leave the county years ago.

"Progress at any price is not what we're after," summarizes Eldon Leslie. "Basically, we're looking for security, just like everyone else. Security for our children's futures and for their children's futures. We just don't want to have to leave Putnam County to get it." ■

An L & N freight train pulls into the Cookeville depot.

APPALACHIAN SUMMER SHOWS, FESTIVALS AND EVENTS, 1980

Event	Location	Date and Time (if known)	For Further Information Call
Alabama			
County Fair Days	DeSoto Caverns: near Childersburg	June 21-22—10:00 a.m.-6:00 p.m.	Mr. Allen Mathis 205/378-7252
Helen Keller Festival and Arts and Crafts Fair, including performance of *The Miracle Worker*	Tuscumbia	June 27-29; play June 27-August 11, special 1st performance June 27—Fri. and Sat. 8:15 p.m.	Mr. Mike McMackin 205/383-5463 Ms. Lurline Cook 205/383-4066
9th Annual Shakespeare Festival	Anniston	July 4-August 17	Ms. Glenda E. Knight 205/236-7503
12th Annual Talladega 500	Talladega: Alabama International Motor Speedway	August 3—1:00 p.m.	Mr. Don Naman 205/362-2261
Annual Arlington County Fair	Birmingham	September 13—9:30 a.m.-5:00 p.m.	Mrs. Catheriene M. Lackmond 205/780-5656
5th Annual September Fest Arts and Crafts	DeSoto Caverns: near Childersburg	September 20-21—9:30 a.m.-5:30 p.m.	Ms. Caryl L. Mathis 404/261-6179
Georgia			
Sound of Music Festival	Helen	July 1-August 24	Mr. Dan Davis 404/878-2521
The Farmers Crafts Fair	Dahlonega	July 1-November 15	Mr. Kenneth Beasley 404/864-2275
Great American Escape	Buford: Lake Lanier Island	July 4	Mr. Allen Miller 404/945-6701
Red Carpet Festival	Dalton	July 13-19	Ms. Jane Harrell 404/259-3420
Oktoberfest	Helen	September 5-October 11	Mr. Dan Davis 404/878-2521
Kentucky			
Appalachian Celebration	Morehead	June 22-28 times vary	Dr. James Gifford Morehead State University 606/783-4731
The Corbin Nibroc Festival	Corbin	August 9-17—week long time varies	Ms. Lorene Hodges Chamber of Commerce 606/528-6390
Honey Festival	Jackson	August 29-31	Jackson Times
4th Annual 50s Celebration	Pikeville	September 3-6—6:00 a.m.-12:00 midnight	Mr. Alan Burton 606/432-8103

APPALACHIAN SUMMER SHOWS, FESTIVALS AND EVENTS, 1980

Event	Location	Date and Time (if known)	For Further Information Call
Harvest Festival	Morehead downtown Main Street	September 18-20	Morehead State University 606-783-4731
Maryland			
Allegany County Heritage Days	Cumberland	June 14-15—Sat. 10:00 a.m.-6:00 p.m.; Sun. 11:00 a.m.-6:00 p.m.	Ms. Louise Schelin 301-269-3517
Maryland Forces in Garrison	Big Pool	June 28-29 and August 30-September 1—1:00 p.m.-4:00 p.m.	Ms. Louise Schelin 301-269-3517
Savage River International Whitewater Races	Bloomington	August 16-17—10:00 a.m.-3:00 p.m.	Ms. Louise Schelin 301-269-3517
C & O Canal Festival	Williamsport and Cumberland	August 22-24 August 23-24 varied times	Ms. Louise Schelin 301-269-3517
Cumberland Seafood Festival	Cumberland	September 20-21—Sat. 12:00 p.m.-7:00 p.m. and Sun. 12:00 p.m.-6:00 p.m.	Ms. Louise Schelin 301-269-3517
Mississippi			
Annual Rodeo and Barbecue	Houston: Coliseum	July 4	
Dry Creek Bluegrass Festival	Booneville-Ripley	Late July	
Ole Brook Festival	Brookhaven	August 2	
Lions Water Carnival	Brookhaven: King Field	August 7	
Flea Market	Houston: Coliseum	September 13	
New York			
National Standard Class Soaring Championships	Elmira: Harris Hill Gliding Center	July 1-10—10:00 a.m.-sunset	Ms. Shirley Silva 607-734-3128
Canadian-American and Six Hours of Endurance Road Racing Doubleheader	Watkins Glen: Grand Prix Racing Circuit	July 4-6	Mr. Bob Kelly 607-535-7145
Kent Oil 150 for Indy Cars and Stars	Watkins Glen: Grand Prix Racing Circuit	August 1-3—all weekend	Mr. Bob Kelly 607-535-7145

APPALACHIAN SUMMER SHOWS FESTIVALS AND EVENTS, 1980

Event	Location	Date and Time (if known)	For Further Information Call
Holiday and Arts Festival	Binghamton: Robertson Center for the Arts and Sciences	September 6 7	Mr. Louis R. Santoni 607 772 8860
Indian Festival	Salamanca: Cattaraugus Reservation	September 13 14	Mr. Morgan Sigel 716 945 2034
North Carolina			
North Carolina Rhododendron Festival	Bakersville	June 18 21	Mr. Ed W. Wilson 704 688 4475
Brevard Music Festival	Brevard: Music Center	July 4 August 16 Fri. Wed.	Brevard Music Center 704 884 2011
25th Annual Grandfather Mountain Highland Games and Gathering of Scottish Clans	Linville	July 11 13	Mr. Harris Prevost 704 898 4720
Guild Fair of the Southern Highlands	Asheville: Civic Center	July 15 19	Mr. Robert W. Gray 704 298 7928
53rd Annual Mountain Dance and Folk Festival	Asheville: Civic Center	August 7 9	Mrs. Jackie Ward 704 254 1981
Ohio			
Ohio Hills Folk Festival	Quaker City	July 17 20 — most events afternoons and evenings	Mr. Robert Stephens 614 679 2472
Jamboree in the Hills 80	St. Clairsville: Brush Run Park	July 19 20 — Sat. 9:00 a.m. 11:00 p.m. and Sun. 11:00 a.m. 6:00 p.m.	Ms. Kathy Gurley 304 232 1170
Salt Fork Arts and Crafts Festival	Cambridge: Cambridge City Park	August 8 10 — Fri. and Sat. 11:00 a.m. 9:00 p.m. and Sun. 12:00 p.m. 6:00 p.m.	Mr. David Stout 614 439 6688
Coshocton Canal Festival	Coshocton Downtown Coshocton and Roscoe Village	August 15 17 — approximately 9:00 a.m. 12:00 midnight daily	Mr. Don Ludwick Chamber of Commerce 614 622 5411 and Roscoe Village 614 622 9315
River Days	Portsmouth	August 27 September 1 all day every day, boat races Aug. 31 and Sept. 1, 11:00 a.m.	Mr. Gary Shepherd 614 354 6580

APPALACHIAN SUMMER SHOWS, FESTIVALS AND EVENTS, 1980

Event	Location	Date and Time (if known)	For Further Information Call
Pennsylvania			
Three Rivers Arts Festival	Pittsburgh: Gateway Center	June 6-15	Pittsburgh Convention and Visitors Bureau 412-281-7711
Pennsylvania Laurel Festival	Wellsboro	June 16-21	Ms. Mary Worthington 717-724-1926
Bavarian Summer Festival	Barnesville	July 3-13	Ms. Kermit Deitrich 215-756-6000
Westmoreland County Arts and Heritage Festival	Greensburg: Twin Lakes Park	July 11-13	Westmoreland County Bureau of Travel and Historical Development 412-834-2191
Pittsburgh Three Rivers Regatta	Pittsburgh: Golden Triangle and Point State Park	August 4-10	Pittsburgh Convention and Visitors Bureau 412-281-7711
Keystone County Festival	Lakemont Park	September 6-7	Convention and Visitors Center Bureau of Blair County 814-943-8151
South Carolina			
Spoleto in the Piedmont	Greenville County	June 10-11	803-232-2404
Mountain Rest Hillbilly Day	Mountain Rest: Community Club	July 4	803-638-6450
South Carolina Peach Festival	Gaffney	July 13-19	803-489-8183
19th Annual South Carolina Apple Festival	Westminster and Long Creek	August 30-September 7	803-647-9709
11th Annual Foothills Festival	Easley: Market Square	September 20-21	803-859-8007
Tennessee			
34th Annual Rhododendron Festival	Roan Mountain	June 27-28	Carter County Chamber of Commerce 615-543-2122
Old Time Fiddlers Jamboree and Crafts Festival	Smithville	July 4-5	Smithville Chamber of Commerce 615-597-4163

APPALACHIAN SUMMER SHOWS, FESTIVALS AND EVENTS, 1980

Event	Location	Date and Time (if known)	For Further Information Call
Mid Summer Crafts Fair	Gatlinburg	July 23-29	Gatlinburg Chamber of Commerce 615-436-4178
15th Annual Rugby Pilgrimage, Centennial Celebration	Rugby	August 2-3	Ms. Barbara Paylor Rugby Restoration Association 615-628-2441
Folk Festival of the Smokies	Cosby	September 5-7	Folk Life Center of the Smokies 615-487-5543
Virginia			
Giles Arts and Crafts Annual Show	Narrows	July 4 — 10:00 a.m. 5:00 p.m.	Mr. Ralph V. Orr 703-726-3774
Virginia Highlands Festival	Abingdon	August 1-15 — 10:00 a.m. 10:00 p.m.	Mr. Jerry A. Brown 703-628-8141
10th Old Fiddler's Convention	Galax	August 8-9 — times vary	Old Fiddler's Convention 703-236-6355
2nd Annual Virginia Mountain Crafts Guild Fair	Dublin: Claytor Lake State Park	August 30-September 1 Sat. and Mon. 10:00 a.m. till dark and Sun. 12:00 p.m. till dark	Virginia Mountain Crafts Guild Fair
Chilhowie Apple Festival	Chilhowie	September 25-27 — Thurs. 8:00 p.m. to Sat.	Mr. James Burgess 703-646-9953
West Virginia			
9th Annual Mountain Heritage Arts and Crafts Festival	Harpers Ferry	June 13-August 15 each week	Mr. George E. Vickers 304-725-5514
Mountain State Arts and Craft Fair	Ripley: Cedar Lakes	July 3-7	Mr. Don Michael 304-348-2347
State Fair of West Virginia	Fairlea	August 16-23	Mr. E. W. Rock 304-645-1090
Charleston Sternwheel Regatta Festival	Charleston	August 24-September 1	Charleston Festival Commission 304-348-8174
Ohio River Festival, Inc	Ravenswood: Riverfront Park	August 29-September 1	Mr. Wilcie Skaggs or Ms. Lucille N. Short 304-273-2610 or 304-273-4157
Treasure Mountain Fountain	Franklin	August 18-21	Rev. Dale Stauton 304-249-5225

Compiled by Dorothy Taylor of the Communications Division

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Appalachian Community Service Network Course Schedule

The Appalachian Community Service Network is offering an entertaining and educational summer television schedule. You can participate in the comfort of your own home by enrolling in ACSN's unique programming, much of it for college credit. If you are interested, call the following toll-free number: 1-800-354-9583.

Coping With Kids. Maintaining discipline and communication with young people can be the ultimate challenge for the classroom teacher. Effective methods of coping are examined in this education course. Graduate/undergraduate credit.

Simple Gifts. Having the ability to identify and guide the education of the gifted and talented child is a common concern of teachers and parents. Strategies and techniques for accomplishing this are addressed in this course. Graduate/undergraduate credit.

Freehand Sketching. Created especially for beginners, freehand sketching is based on the premise that almost anyone can learn to draw by mastering a few basic principles. Undergraduate credit.

Designing Home Interiors. Even the design novice will enjoy this course in planning his/her home environment. Programs include information on fundamental skills, consumer tips and career opportunities in interior design. Undergraduate credit.

Keep It Running. Focusing on the basics of how your car runs, this course teaches the lay person how to perform routine auto repair and maintenance jobs. Noncredit or CEU.

Case Studies in Small Business. If you are considering establishing your own small business, the actual case studies depicted in this series should serve as an excellent reference. Noncredit or CEU.

Loosening the Grip. Designed for alcoholism counselors and related professionals, the series surveys the use and abuse of alcohol, its physical effects and various successful recovery programs. Non credit.

The Making of a Salesman. This professional development course is a complete sales training program depicting the development of five sales representatives from the initial selection strategy process, through the challenges of territory and account management. Noncredit or CEU.

Community Service Programming. This program category is designed to provide timely information on topics such as energy, inflation, aging, the family, life and health.

Workshops. ACSN workshops, teleconferences and seminars are live, interactive broadcasts designed to provide information through a combination of film and videotape materials coupled with a live question-and-answer session with a panel of experts. Workshops are designed to meet the needs of professional and paraprofessional groups such as teachers, registered nurses and volunteer firefighters.

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF APRIL 1, 1980

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed	1,530.7	611.4
Under Construction	255.4	84.3
Engineering and Right-of-Way in Progress	549.0	112.0

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	13	$ 13.9
Operating Health Projects	737	201.7
Health Construction Projects	214	86.9
Child Development	424	150.8

LAND TREATMENT AND EROSION CONTROL CONTRACTS		
	16,637	$ 18.9

MINE AREA RECLAMATION PROJECTS		
	96	$ 53.2

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	435	$103.0
Higher Education Facilities	244	61.2
Vocational Education Facilities	1,079	351.4
Libraries	149	17.5
Water Pollution Control	946	231.5
Airports	148	17.4
NDEA Grants to School Systems	75	7.2
Other	305	64.5

HOUSING PROGRAM		
Project-Planning (Loans)	97	$ 3.8
Site and Off-Site Development	115	6.5
State Technical Assistance	105	6.1
State Housing Agencies	34	20.8
Other	19	3.4

Correction

The reference number for volume 4 of the report of the President's Commission on Coal, the Coal Data Book, was cited erroneously on the back cover of the March-April 1980 issue of *Appalachia*. The correct number is **052-003-00738-0.**

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Appalachia

Journal of the Appalachian Regional Commission
Volume 13, Number 6 July August 1980

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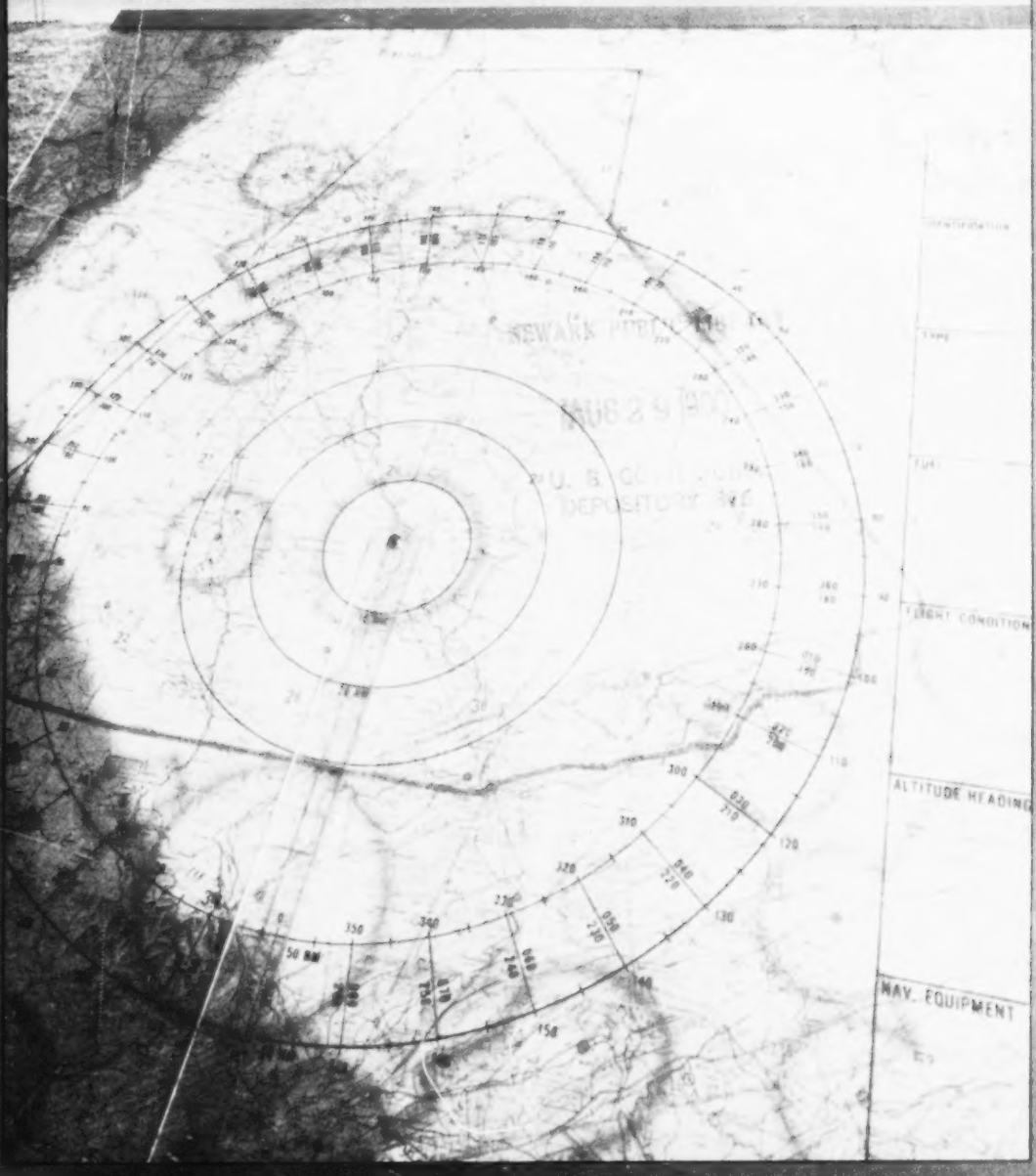

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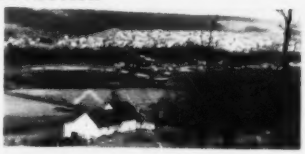

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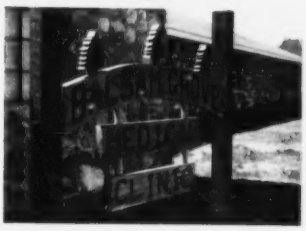

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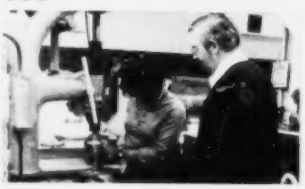
In South Carolina, vocational-technical education takes its training responsibility to local industry seriously.



In Memoriam

On June 19, Johan Middelthon died suddenly of a heart attack. For eight of the past nine years, Mr. Middelthon had been responsible for the design of *Appalachia* as well as many other ARC publications.

His death is a serious loss for this organization. His judgment, taste and creative ability helped win a number of awards for *Appalachia* and our other publications. We will find it extremely difficult to replace him.

—The Editor

Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS OF REGIONAL DEVELOPMENT

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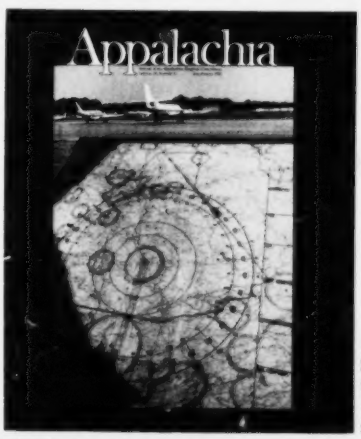
This Month's Cover



The flight-planning chart is an aid to pilots at the new Federal Aviation Administration flight service station, assisted with coal severance tax funds, at the London-Corbin Airport in Kentucky. See story on page 24.

Tommy Noonan

(ABOVE) The May 21 meeting of the Appalachian Regional Commission (ARC). (RIGHT, BELOW) Governor Lamar Alexander of Tennessee (left) and Governor John D. Rockefeller IV of West Virginia (right), the future and present ARC states' cochairmen, talk with Governor Fob James of Alabama (center).

Regionwide Goals Targeted at Commission Meeting

At a May 21 meeting in Washington, D.C. attended by seven Appalachian governors, the Appalachian Regional Commission (ARC) voted priority funding to four regionwide goals, approved highway planning allocations for fiscal years 1981-85 and the state development plans and investment programs for fiscal 1980, and elected Tennessee's Governor Lamar Alexander as states' cochairman for 1981.

Priority Funding

The decision to target investment on regionwide areas of special concern followed considerable discussion among Al Smith, ARC federal cochairman, and the seven governors present: Fob James of Alabama, John Y. Brown Jr. of Kentucky, William Winter of Mississippi, James B. Hunt Jr. of North Carolina, James A. Rhodes of Ohio, Lamar Alexander of Tennessee and John D. Rockefeller IV of West Virginia, who is currently states' cochairman.

In introducing this major agenda item, Henry H. Krevor, ARC executive director, said, "The Commission's approval and serious implementation of these priorities will do much to meet Congressional and General Accounting Office suggestions that ARC make more decisions related to concerns that are shared among the states of the Region."

The staff recommendation, which the Commission voted to adopt, was that each state use amounts equal to at least 30 percent of its allocation for Appalachian area development programs for four areas of special concern—infant mortality, basic skills, energy and housing. Mr. Krevor explained the rationale behind the selection of these four areas: "On infant mortality, . . . because more than half the counties in our Region have rates of infant mortality that exceed the national average, the federal cochairman and the governors at the Asheville conference in 1978 committed the Commission to reduce infant mortality rates in all counties in the Region to less than the national average within a four-year period.

Tommy Noonan

"In 1978, also as a result of that conference, the Commission made a commitment to address basic skills development to insure that children in Appalachia attain the basic skills of reading, mathematics and oral and written communication. Several states have suggested to us that this should be expanded to include adults.

"At the meeting in Binghamton in

October of last year, the Commission identified energy as a major concern and selected as areas of emphasis enhanced coal production and use, energy conservation, and development of alternative energy sources. It also established [an] energy incentive fund for fiscal year 1980 to accelerate programs and projects. . . .

"Then, housing . . . . Increasingly, Appalachian housing production has been identified as an important and special concern both by the Congress and the Commission. The Commission has supported amendments to the extension legislation that would facilitate increased housing production . . . And in its report on the legislation, the Senate Committee on Environment and Public Works draws attention to worsening housing problems in Appalachia and the critical need for increased production. A number of the states have also suggested that housing production and capacity building be given special regional attention."

Supporting the recommended action, Federal Cochairman Smith said, "It is important for the Commission to act on targeting investment in areas of special concern. . . . With respect to the four areas of special concern set forth in the proposals, . . . the Commission has gone on the public record in the past by identifying these as important, truly important, regional goals and issues and problems warranting special attention on a regional basis."

Voicing his support, States' Cochairman Rockefeller commented, "I think our strength in the future . . . is going to be based upon true regional cooperation . . . and the discipline necessary . . . for the commitment to regional problems."

Governor Alexander expressed his belief that "it is appropriate and still respective of state responsibilities and state decision making for the Congress to encourage us to agree on some shared goals that we should try to meet . . . . The way I look at it . . . we are generally agreeing to commit

Tommy Noonan

(ABOVE, left to right) ARC Executive Director Henry Krevor, Federal Cochairman Al Smith and States' Cochairman John D. Rockefeller IV. (BELOW LEFT, left to right) Governor John Y. Brown of Kentucky, Governor Rockefeller and Federal Cochairman Al Smith.

Tommy Noonan

ourselves to emphasizing these four items in our work as governors, as a Region, and we would therefore be using . . . much more money and much more influence to focus on these four areas. . . . If we all agree [on these goals], I would go back and reevaluate the funding and importance and management and the leadership that I am giving to that area in our state, not just in the amount of money that comes from the Appalachian Regional Commission, but our other resources. . . . I for one don't mean that a year from now, I will be able to come back and say, 'Well, I have found some money we were already going to spend anyway, and I can justify it.' I accept that in my state if these are shared goals, goals that we have adopted as shared goals, . . . we will make an extra effort to use all of our resources to try to move in that direction so that the Congress will feel that their concern has had a serious and substantial impact upon what we do as a Region."

Governor Hunt made a suggestion to his fellow governors: "I think it would be useful if all of us governors and the governors who are not here would get the people together in our

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(Left to right) Governor William Winter of Mississippi; Audrey Henderson, executive assistant, and George F. Barker, assistant to the director, both of the Alabama Office of State Planning and Federal Programs.

states who are involved in these four areas, let them know that we have these priorities, if they don't know it already. . . . I would suggest we bring them into the governor's office . . . and ask them to help us pull together the supporting data and the kind of evidence and what have you with regard to what . . . we are going to be doing, that extra effort we are going to be making, so that we can bring it through you all to the Congress and let them know that in fact we are doing this."

Tax-Exempt Bonds for Housing

In a states' matter, the ARC governors and alternates approved a resolution, proposed by the state of Georgia, supporting the continuation of federal tax-exempt mortgage revenue bonds for housing. A bill has passed the U.S. House of Representatives and is pending before the U.S. Senate to eliminate the tax-exempt bond authority. During the discussion on this resolution, Governor Winter noted that adequate housing had just been designated as one of the Commission's regionwide concerns. "If I had to single out one area of greatest need in my state, it would be housing," he said, and continued by calling tax-exempt bond authority "one of the most effective means of solving that problem."

Governor Brown also supported the resolution, and noted the current problems in the housing construction industry. He pointed out that these difficulties affect all the building trades and, consequently, a large part of the economy. The problem of financing housing, he said, "is going to be critical to all our states."

Governor Rockefeller described what the elimination of the tax-exempt bond authority would do in West Virginia: "In our housing development fund, . . . one of the things I have pushed for . . . is getting coalminers included in this program. Now, by the end of the 1978 contract, the average coalminer is going to be making $21,000 a year at a minimum. And what this would do is take every single coalminer and entirely wipe him out of any possibility of getting any funding."

Two of the governors did not support the resolution because it did not specify limitations on the scope of use of the tax-exempt authority.

Approval of Highway Allocations, Investment Programs

In other actions, the Commission approved highway planning allocations for the next four fiscal years, through 1985, and the fiscal year 1980 state development plans and investment programs. The highway planning allocations, subject to appropriations, provide for continuation of the Appalachian Development Highway System, the local access road program, and continuation and expansion of development-related transportation and demonstration activities. The development plans and investment programs establish for each state the funding priorities for projects in such categories as health, education, community development, and energy and natural resources.

Appalachian Community Services Network

The Commission also approved the initial bylaws for the Appalachian Community Services Network (ACSN), a private nonprofit corporation that is taking over operation of the Commission's Appalachian Education Satellite Program. The satellite program, begun eight years ago as a demonstration project, has pioneered in bringing teacher training and community service programs to remote rural areas. The bylaws approved for ACSN call for the ARC federal cochairman and the governors to appoint the board of directors of the new corporation. After conducting a search, the board will recommend a candidate for appointment by the Commission as the corporation's first president. ACSN programming will continue to focus on the needs of the Appalachian Region but will also be available to other regions of the country.

Tommy Noonan

(Left to right) Governor James B. Hunt, Jr., of North Carolina; J. Paul Essex, Jr., special assistant to Governor Hunt; and Governor James A. Rhodes of Ohio.

Election of States' Cochairman

Tennessee's Governor Lamar Alexander was unanimously elected to serve as ARC states' cochairman for 1981. In accepting the position, Governor Alexander expressed his appreciation for the opportunity to do the job, saying, "I have been interested in the Appalachian Regional Commission before I became governor, when I was working for the Senate in 1967, 1968 and then the White House a couple of years after that. Those were the years when the ARC was beginning to work, and I watched its development. . . . Then, in my home area, where I grew up, in the mountains of east Tennessee, I saw the impact that the program has had since 1965 in opening up some corridors without which people would have been isolated, in providing some health care and other specific benefits and generally improving the opportunities for economic development in those counties. . . . I will work hard . . . to be aggressive in carrying forward the states' interest." ■

Any settlement or development that has grown beyond the city limits is identified by the Bureau of the Census as rural, even though it may function as part of the city

Robert Ra

New Growth Patterns Affect Billions in Investments

By Gail A. Leithauser and Andrew P. Levien

In Rockingham County, N.C.," said the *New York Times* in a two-part series last March 23-24, "on a road that could serve as the prototype of the new rural settlement, there are 366 houses, two apartment projects, one mobile home court, one school and a scattering of churches, stores and service stations.

"If incorporated," the article continued, "that settlement would make up a town of about 2,500 people, enough to qualify it as a small city under the Federal Government's definitions. But it would be 13 miles long and one-fourth of a mile wide. Its name: Route 700 from the city limits of Eden to Route 29."

The reason for the *New York Times*' interest in this stretch of Route 29 in North Carolina, far from the

Gail Leithauser and Andrew Levien are temporarily employed on the planning and evaluation staff of the Appalachian Regional Commission.

Max Hirshfeld

(ABOVE) Strip settlement often occurs along the narrow valleys of Appalachia. (BELOW) Small communities miles out in the countryside represent much of Appalachia's new growth. Both photographs were taken in West Virginia.

Max Hirshfeld

lights of Broadway, is that it illustrates a phenomenon in American population settlement patterns, a phenomenon particularly striking in Appalachia.

How well federal, state and local governments detect, predict and influence the settlement patterns throughout Appalachia will profoundly affect how effectively those governments, public utilities and service districts can invest hundreds of millions of dollars in public facilities and services. Equally affected will be the quality of services people receive and how high a price they pay in water, sewer, electric and other bills.

In many parts of the country during the past decade, more Americans have chosen the opportunity to live in small towns and rural areas. In Appalachia, the outmigration of decades past has been reversed, with the reversal particularly dramatic in portions of the eight coal-producing states.

The differences in population growth between 1960-70 and 1970-77 in Appalachia are significant. (For a complete analysis of Appalachian population growth projections to 1980, see "Counting Noses in Region and Nation: A Projection," by Jerome P. Pickard, in *Appalachia*, March-April 1980.) In 1960, 50 percent of the Appalachian population lived in nonmetropolitan counties. Between 1960 and 1970 metropolitan counties had an annual growth rate of 44 percent (397,000 in ten years). The nonmetropolitan counties grew by only 16 percent per year (94,000). Since 1970, however, there have been dramatic shifts in the population growth throughout the Region. The growth in total population from 1970 to 1977 rose to 82 percent, from 27 percent between 1960 and 1970. Although metropolitan counties continue to grow, their annual growth rate between 1970 and 1977 was only 5 percent, while nonmetropolitan counties grew by 115 percent.

The results of the 1980 census are expected to reveal a gain of over 1.4

In recent years, more Americans are electing to live in rural areas, often in close proximity to existing dwellings, as in these photographs taken near Clarksburg (ABOVE) and Elkins, West Virginia.

million people in the Appalachian Region since 1970, two-thirds from natural growth and one-third from inmigration. Nonmetropolitan counties are expected to receive about 70 percent of the total population increase, while metropolitan counties will see only 30 percent of the total increase.

The broad social, political and economic implications of such resurgent growth are always complex and demand the attention of both government and the private sector. Governments and utilities must determine where there will be demands for schools, public facilities, electricity, telephone service and various community services. Businesses and industries must concern themselves about the location of future customers and labor forces.

The dispersed settlement, located beyond the jurisdictional boundaries of places, aggravates the problems of sudden growth. New subdivisions, shopping centers and industrial plants escape the legislative control and taxing powers of the local municipalities. Pressed by demands for services from a dispersed population outside its authority, the local municipality often attempts to extend public service delivery although this delivery was originally patterned on the economies of scale that are realized in more densely populated areas. New growth patterns are not consistent with governmental arrangements that were created to deal with earlier settlement patterns.

But the problems of identifying and anticipating population settlement patterns in 1980 are uniquely acute. That is the point of the *New York Times* articles and the reason for a settlement patterns study now being completed by the Appalachian Regional Commission. In the past, people tended to settle outward from cities and towns; now they are settling away from established centers in the rural areas. There are varied patterns: strips like that in Rockingham County, North Carolina, subdivisions or small communities miles out in the countryside, strip settlements along the narrow valleys of Appalachia, even restored coalfield housing.

Americans are settling in rural areas away from established centers. (ABOVE) West Virginia countryside south of Clarksburg.

And there is another important difference: many of these new "country people" are former residents of suburbs, or were urban residents. Like most younger rural people, they want to blend urban amenities with a rural environment.

The Bureau of the Census 1980 population count will help identify the larger clusters resulting from urban-to-rural shift: urbanized areas with a population of 50,000 or more. But that misses most of Appalachia. In most of the Region, population has spread into unincorporated areas around smaller cities and towns. The census will not help identify the numerous smaller, free-standing population clusters which represent so much of Appalachia's new growth. The Census Bureau currently identifies the population of incorporated places as that which is within the political boundaries of the place at the time the count is taken. It does not, however, include the contiguous fringe areas outside the political jurisdiction. For example, a town that has a population of 3,000 within its borders and another 2,000 immediately outside is considered a town of 3,000 people, even though it may function (economically and socially) as one of 5,000.

There have been several methods developed and suggested by various governmental and planning agencies to identify such fringe populations in nonurbanized areas. The method employed in a current ARC settlement patterns project is the enumeration district approach. It is similar to the urbanized area concept, except that the population levels and densities are at a much lower level, extending the concept into less heavily settled or "rural" areas.

Method

The smallest statistical unit used by the Census Bureau is the enumeration district. The enumeration districts have an average population of 800 but vary in size geographically, since each is drawn to create a manageable work load for a single census enumerator. (Census tract and block data is available only in metropolitan areas.)

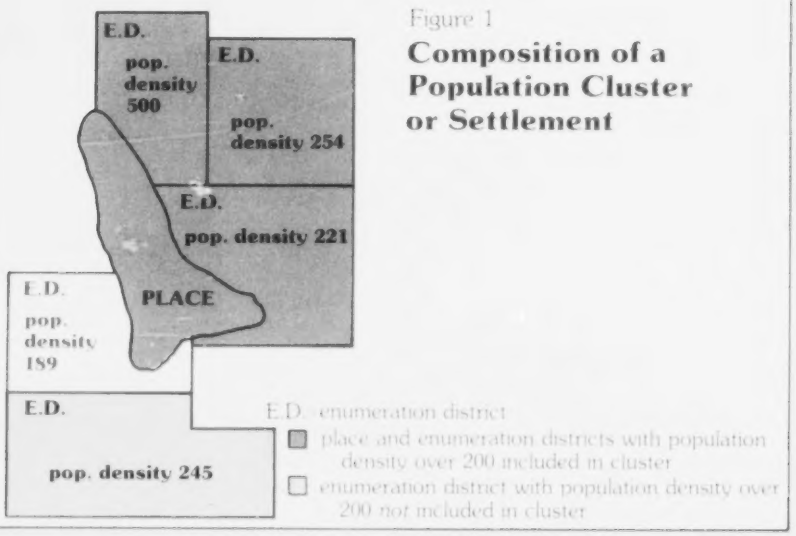


Figure 1

Composition of a Population Cluster or Settlement

Because enumeration districts are the smallest statistical unit used by the Census Bureau and are the basic "building blocks" of all tabulation areas (counties, Congressional districts and the like), these districts were used in the ARC settlement patterns study.

The next larger unit used in the study is the "settlement or cluster." These are the "places" defined in the 1970 census combined with fringe enumeration districts. "Places" include closely settled populated centers which are not incorporated as well as incorporated places.

A population settlement or cluster is comprised of a "place" plus any contiguous enumeration districts it may have with a population density of at least 200 per square mile, plus other enumeration districts with at least that density which are connected to the "place" by one or more enumeration districts meeting that density criterion (see Figure 1 at the top). Actually, in the settlement patterns study, enumeration districts that had a 1970 census density as low as 150 per square mile were included in the cluster tabulations to allow for growth to the 200 minimum in the 1977 population estimates.

The 200-minimum population density was a compromise: a higher density might be more useful for evaluating sewer service investments, while a lower limit might be more appropriate in evaluating water service investments.

Examples

Appalachian clusters were classified in five categories:

1. urbanized area clusters
2. complex clusters
3. simple clusters
4. multi-place clusters
5. single-place clusters.

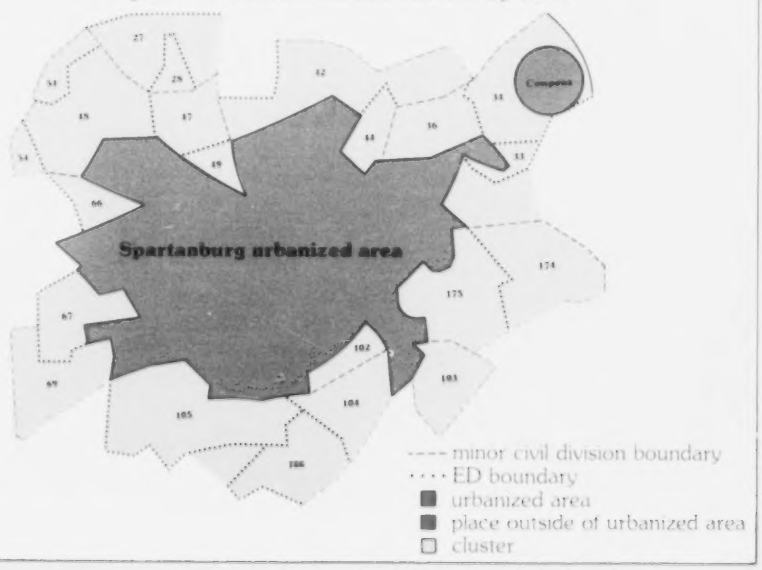
Examples of each demonstrate how the method has worked in practice.

Spartanburg, South Carolina, is an urbanized area cluster (see Figure 2 below). Fringe population not

Figure 2

Urbanized Area Cluster
Spartanburg, South Carolina

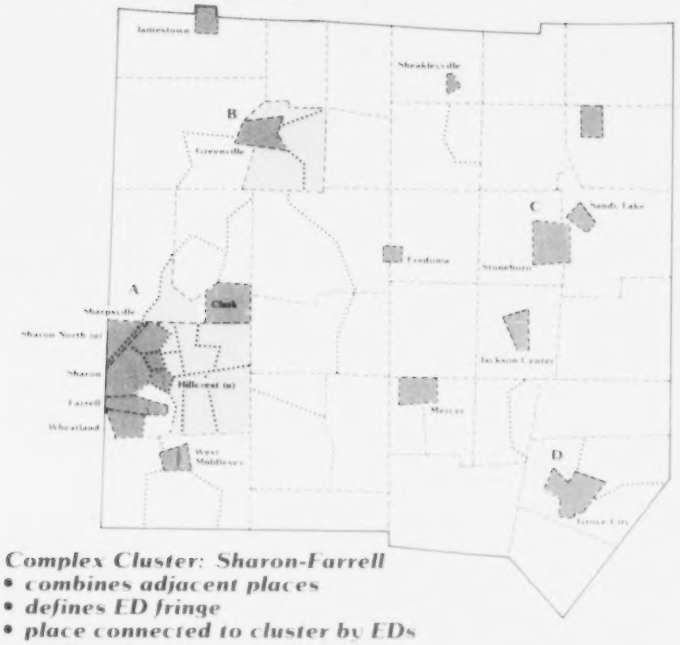
- ***includes all components of the Census-defined urbanized area***
- ***ED fringe***
- ***place connected to the cluster by EDs***



Complex, Simple, Multi-Place and Single-Place Clusters

Figure 3

Mercer County, Pennsylvania



A Complex Cluster: Sharon-Farrell
- ***combines adjacent places***
- ***defines ED fringe***
- ***place connected to cluster by EDs***
- ***outlier place connected to cluster (West Middlesex)***

B Simple Cluster: Greenville
- ***single place***
- ***ED fringe***

C Multi-Place Cluster: Stoneboro
- ***two places joined***
- ***no ED fringe***

D Single-Place Cluster: Grove City
- ***one place***
- ***no ED fringe***

Census-defined unincorporated place
County boundary
Minor civil division boundary
ED boundary
Place
ED in cluster

living in places but settled more densely than 1,000 persons per square mile is included by the Census Bureau in urbanized areas. Additional fringe population has been identified by the cluster method's lower density limit. In this case, the fringe population rings the urbanized area. In some other cases it extends from the urbanized area along highways or stream valleys.

The Spartanburg cluster includes one-third more people than the urbanized area. The usefulness of the cluster method is illustrated by the fact that between 1970 and 1977 it is estimated that the enumeration district fringe around Spartanburg grew at a faster rate than the urbanized area. Although few in number, urbanized area clusters account for a large percentage of the total cluster population in Appalachia.

Other cluster examples may be found in Mercer County, Pennsylvania (see Figure 3 above). Here Sharon-Farrell illustrates a complex cluster. In 1970, it contained almost 60,000 persons, 12,000 of whom lived in enumeration districts outside of places. The cluster joins six contiguous places, defined as an enumeration district fringe, and joins one other place to the cluster through the fringe. As a result, the cluster has a population more than twice as large as its central place, Sharon. Clusters like this can be found in almost every Appalachian state.

Greenville, a single cluster, could also be considered an archetypal cluster. It is based on a single place whose population is reported by the Census Bureau, and its peripheral settlement is defined by the density formula. As is usual with complex and urbanized area clusters, the population in the numeration district fringe is a significant proportion of the whole. In 1970, the Greenville cluster had a population of 12,332. Within this cluster, 3,620, or 30 percent, lived in the enumeration district fringe.

Stoneboro and Grove City illustrate multi-place and single-place clusters, respectively. Fringe population, although it may exist, is not detected for either of these clusters because the surrounding enumeration districts are so large that their overall density is reduced. Multi-place clusters are composed of two or more adjacent places, or places that are no more than half a mile apart. Each single-place cluster is identical with a place, so that the population size of the cluster and the place are the same. Although single- and multi-place clusters occur most often, they account for only a small percentage of the total cluster population in any state.

Observations

The ARC project count of concentrated fringe population beyond that identified by the Census Bureau varies from state to state. In five states (New York, Kentucky, Virginia, Alabama and Mississippi) the additional fringe population identified is less than 3 percent of the total population. In each of the other eight Appalachian states (Georgia, Maryland, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee and West Virginia) more than 8 percent has been added.

Generally the population concentrations are more completely identified by the Bureau of the Census in the densely populated states.

More permissive annexation laws in a particular state mean that more concentrations show up on the census as part of the population of incorporated places. Enumeration district boundaries may, in some cases, so split population concentrations that the density criterion is not reached in any district. ARC is further exploring the impact of cases like these on the cluster variation figures.

(continued on page 12)

The Vocabulary of Census Geography

The Bureau of the Census collects and tabulates data for several political and statistical areas. Political areas are governmental units or areas with legally established boundaries such as states, U.S. Congressional districts, minor civil divisions (i.e., townships and magisterial districts), incorporated places and city wards. Statistical areas are units created by the Bureau of the Census to administer the decennial census. These include enumeration districts (EDs), census tracts and blocks.

For census purposes, political and statistical areas fall into hierarchical relationships (see Figure 4 opposite). States are divided into counties, and subdivided into minor civil divisions, which may be further subdivided into enumeration districts. (Some minor civil divisions are small enough to be synonymous with enumeration districts.) Enumeration districts are the lowest common denominator of all the census areas. Their boundaries conform to all other political and statistical areas. Census tracts are small, relatively permanent area divisions in metropolitan and other select areas designated by the Census Bureau for the purpose of providing statistics that will be comparable over time. Blocks are subdivisions of census tracts. In contrast to census tracts and blocks, enumeration districts have been applied by the Census Bureau throughout the country.

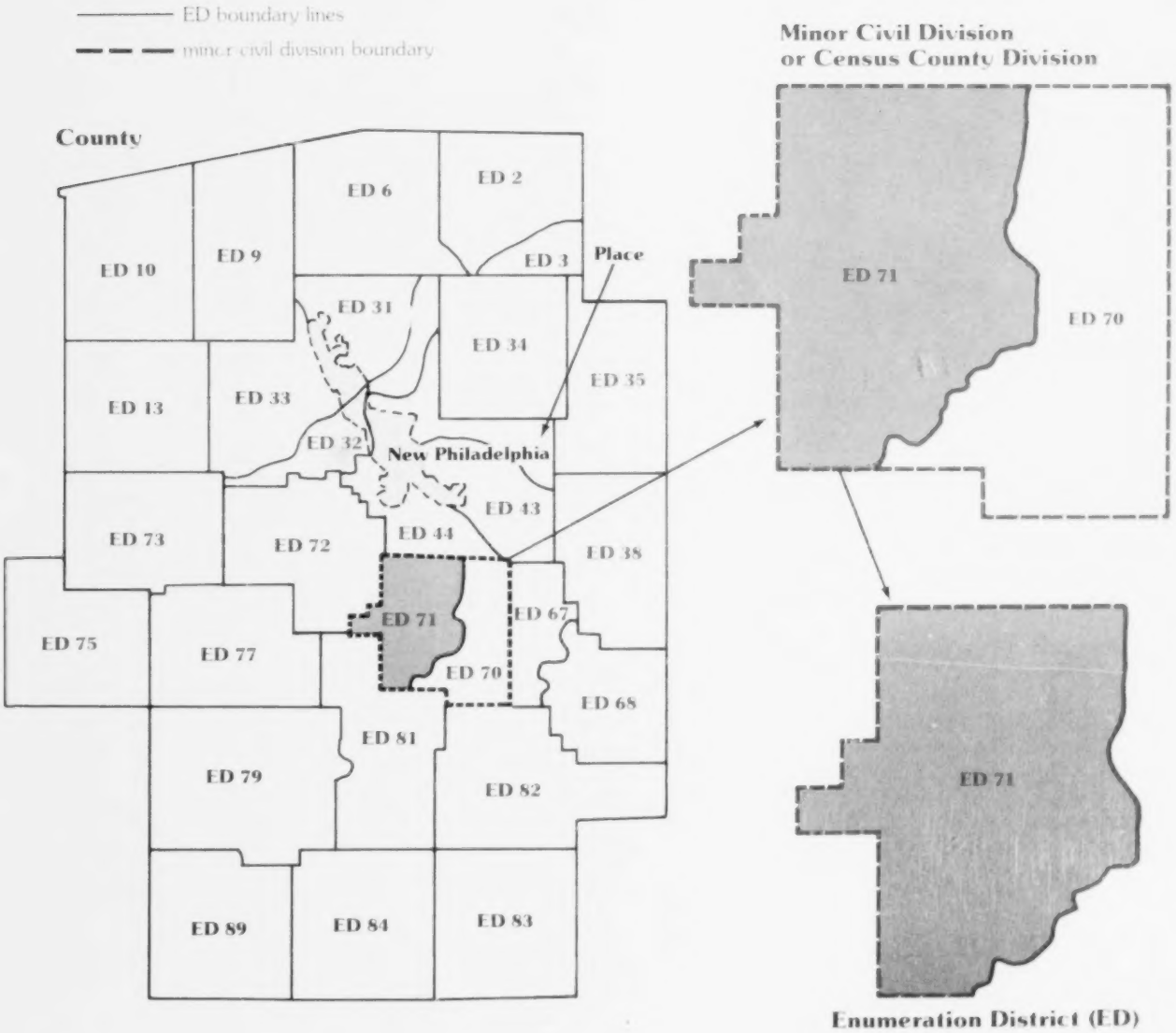
Two types of "places" are recognized in census reports—incorporated and unincorporated. Incorporated places are political units organized as cities, towns, municipalities, or villages. Unincorporated places are closely settled population centers delineated by the Census Bureau because, even though they are population centers, they lack legal boundaries.

Population figures for each state are compiled into urban and rural components. The urban population consists of all persons living in incorporated or unincorporated places of 2,500 or more, and in other territory, incorporated or unincorporated, included in urbanized areas. An urbanized area is a population concentration of 50,000 or more that consists of a central city, or cities, and surrounding densely settled territory. All population not urban is considered rural.

Figure 4

Census Geographic Areas—Nonmetropolitan

Tuscarawas County, Ohio



Rural population is spreading out on the periphery of small cities, as in this view of Nutter Fort, West Virginia.

(continued from page 9)

Initial results of the ARC clustering in the Region identify a number of cases of rural population growth in areas surrounding small cities with declining population—an Appalachian version of the decline of large core cities in the midst of burgeoning suburbs.

The Martinsburg, West Virginia, cluster illustrates this point. In 1970, Martinsburg had a population of 14,626. The Census Bureau estimated that the population dropped 5.9 percent to 13,757 by 1977. The cluster, which includes surrounding enumeration districts as well as Martinsburg, however, had a net population growth during the period, according to the ARC estimates. An increase of 29 percent in the clustered enumeration districts more than offset the loss in Martinsburg.

Next Steps

During the next few weeks, ARC will make available to the Appalachian states, local development districts and others in the Region project data in a form to permit use in planning the provision of facilities and services outside of incorporated areas.

The data will include identification of all clusters based on the use of the 200-per-square-mile density minimum. ARC computerized data, however, will permit identification, on request, of clusters with any minimum density figure as low as 150 per square mile and from 200 up to any desired cutoff point.

As 1980 census data becomes available, the same approach to clustering will be used, with the 1980 data substituted for the 1977 estimates.

Particularly in the eight states with high percentages of population in clusters, invisible to the Bureau of the Census, this new data will help political leaders, professional planners, business people and the general public make more informed development investments. The population growth out beyond the city limits will be more clearly defined, and the growth trends over the past decade will provide a useful guide to predicting those for the 1980s.

Data as it becomes available will be distributed to the Appalachian states. Reports on the availability of data will also be circulated through *Appalachia* and through ARC's newsletter, the *Appalachian Reporter*. ■

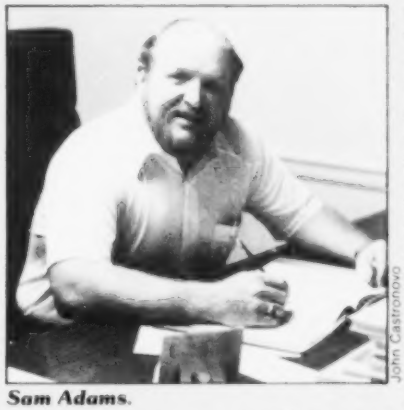
Appalachian Views

This is the second in a series of interviews with Appalachian citizens who discuss the forces that affect development in their areas, from the perspective of their own experiences. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, these interviews should add up to a general picture of how Appalachians view their life and times today.

A Pennsylvania Guidance Counselor Speaks

I'm Sam Adams, a guidance counselor at the Beaver County Area Vocational-Technical School in Monaca, Pennsylvania.

The school is located in the southwestern part of the state called the Beaver Valley. The Ohio River runs through the center of the county, and most of the people live and work in the valley near the river. We are a highly industrialized area. Primary employers are heavy industry, transportation and electrical assembly plants, including Jones and Laughlin Steel, Babcock and Wilcox Tubular Products, United States Steel, Westinghouse and the busiest push-button railroad yards in the east, in Conway, Pennsylvania. We also have a lot of support industries such as machine shops and foundries. Mainly, the people here are blue collar: steel workers, foundrymen, railroaders. . . .



John Castronovo

Sam Adams.

I've been a guidance counselor for five years, three of them in an academic school, and before that a high school biology teacher for twelve years and a college football coach. Working at the vo-tech school is quite different from my previous educational experiences.

Most of our students want to come here, as many feel they weren't getting anywhere with the books and they like to work with their hands. They spend half the day taking regular academic courses at their local high schools and half the day working here at the vo-tech school. They are generally the type of students who, if you keep them busy and teach them something they can do, they do it well. The attitude of the students enrolled here is much better than what I remember in a more conventional high school. We have a minimum amount of discipline problems, as approximately 90 percent of our students want to be here. If their home school (one of the 15 high schools in the county that send students to the vo-tech facility) for some reason is closed and we are not, the students tend to come here anyway.

I remember my first year. Some of the students who had discipline problems at the home school where I taught high school biology were taking courses here. My first thought was: how were these students selected to attend the vo-tech school? There just had to be some better kids around than this group. I thought, man, we're going to have trouble with them. But I kept this to myself, sat back and let things take their natural course. I was pleasantly surprised when most of those students were able to turn it around and do a good job with a minimum of problems. One of those students was so interested in welding, and, realizing he would need more academic skills in math, he worked so hard in his home high school that he became an honor student. He graduated last year and was given a high-priority recommendation by his instructor to be placed in a good-paying welding job. . . .

Things have changed a lot over the years. I remember when I was in school, that if a boy thought about taking home economics, he was drummed from the school bus. Now about half of

our food preparations class is boys. These guys are in there cooking, *and* they ride back and forth on the bus. . . .

Today, career education starts in kindergarten. There are different stages, of course, and the first stage, for really young children, is simply becoming aware of jobs so the kids know about different types of work. Gradually they're brought to a point where they can choose—maybe not make a final choice, but they are able to narrow the field considerably. I think career education helps to break down some of the sex discrimination that keeps certain kinds of jobs segregated to men or women. . . .

I attended a PTA meeting to discuss our school's program and one of the mothers said, "You only have two classes there for girls." That really surprised me. I asked her which courses she considered to be only for girls. "Cosmetology and health," she said. I told her that we have girls enrolled in a welding course, and about six girls enrolled in auto mechanics. I told her that we don't have girl or boy classes, but I realize this is a common attitude and one we are trying to change. We have about three boys to every girl enrolled here. I'd say that ratio is pretty good considering that we have a limited number of the so-called "traditional" female programs. We've been fortunate to have girls enrolled in all of our classes, but not in the numbers we prefer. It is not so much that the girls don't want to get involved, but their parents don't permit them to participate. Cosmetology, okay, food preparations, okay, graphic arts, well, maybe. But don't put that girl in the machine shop or plumbing or welding programs—places where the opportunity is practically unlimited for some qualified young women.

We've had two girls who did very well in the welding program. They graduated with solid job offers and the employers in the community who hired them are very happy with them and their work, but two out of fifty is not good. We're working to improve that. I guess it all goes back to the old stigma of vocational training and nontraditional training for girls. . . .

Three times a year I visit each of the 15 schools in the county. I talk to students in the ninth grade at assembly programs about vocational education. I talk at the beginning of the tenth year and about our school in particular. We have all the interested tenth graders come to the vo-tech on a field trip/tour. Also, I get to the elementary schools and talk to parents' groups.

The parents, I feel, are really the key to the future of vocational education. Hopefully, when our students grow up and become parents, they'll understand what new vocational-type education is and should be. . . . This is the second year our school has been in existence. We handle only juniors and seniors in high school; starting in the fall we will be offering adult programs in the evenings.

Unemployment in our area has in the last years increased. We have had two of our major employers close, and we had a major fire in another large plant which closed it for months. Fortunately, that business is rebuilding, and one of the formerly closed plants has reopened. It's very risky for people who are used to continuous, steady work. Layoffs and cutbacks threaten everyone now. . . .

Long before we opened this school, the State Department of Education established a committee and sent thousands of questionnaires to citizens within the county, industries, employers and agencies to ask what kind of training was needed in Beaver County and what jobs were available that might be increased through vocational training. When this gigantic survey was compiled, they listed the programs needed and the number of jobs available. That is how we selected the programs.

Last year, 26 seniors took the apprenticeship test for the carpenter's union. Six were accepted into the union's program—an unusually large number. The electricians' union here is extremely strong. Many of our students do well on the test, but can't get into the union. A lot of jobs don't require union membership, but these often don't hold too much promise over the long haul. I think it is very difficult for a student to make a good living as an auto mechanic working for one of our local garages, but if we can get a student interested in

setting up his or her own garage, then there's a chance to earn a decent wage. We try to make this a possibility for the student, most of whom probably never thought of owning their own business.

One problem we face in getting jobs for our kids is relocation. They don't want to leave the area. We get bulletins from the employment bureau saying there are jobs—good jobs—say, in the eastern part of the state, but very few will go. Most of their dads and moms have kept close to the Beaver Valley, and when we talk about moving to another state, it is as if we are suggesting they set up a car repair shop on Mars. I guess if Pittsburgh wasn't so close, just a 45-minute drive, that they'd be more willing to leave. But as it is, they enjoy living the suburban life here and know they can get to a rock concert or a Pirate game in Pittsburgh without too much effort. . . .

The way I see it, I think we're moving very positively. We have our share of problems, I admit, and there are things I'd like to see changed, but I'm happy and proud of what we are doing at the vo-tech school. I guess it sounds like we have some kind of Utopia going for us. Some of my friends who are counselors in the local high schools say that the way I talk about this place, it sounds as if I've died and gone to heaven. I don't know about that, but I do like it here. The students' attitudes really make the difference.

Our director, Mr. Rody Polojac, has been involved since step one in the planning process for the school: the blueprint and construction phases and now the operation of the school. He is probably the strongest believer in public relations that I know. He feels that one of our most important jobs is to sell the school to the entire community. We provide open houses for the public to learn what we do, and we invite senior citizens and people from the county mental health clinic to come to the school for free hair care and for lunch in our student-run cafeteria. This, we feel, is an important way to change the old vocational school image and replace it with the current picture.

We are undergoing our first evaluation process with the students rating the program, including teachers, the facility, the administration, guidance department and curriculum. I was looking at some partial results just this morning. A lot of the students don't like the academic part of their training—despite their general understanding that some book knowledge is necessary. For the most part, the evaluations have been very positive. The students all seem to appreciate the opportunity for "hands-on" experience and the individualized instruction available at the vo-tech school.

Because our students are just high school kids, many have a long way to go toward being mature—socially and with respect to their futures. Most leave here and go to work; however, some need and want additional training. Some students go on to an advanced trade or technical school while others get their training through the armed services. The training here gives our students an added advantage in the job market or a head start in their advanced training.

I had a student come to see me early in the school year. He was enrolled in the bricklaying course and he wanted out in the worst way. I asked him why, and his reply was: "All we do in that class is lay brick." After we talked about it for a while and got things straightened out, I told him that he'd learned one important lesson from the two months in that class—that bricklaying was definitely not for him. It was early enough for him to change courses. We think it's important along with teaching skills to teach work ethics, such as attendance and commitment. For this reason we try to make it difficult for them to change curriculums. In this way, they have learned that they are committed. ■

The interviewer was Mercy Hardie Coogan.

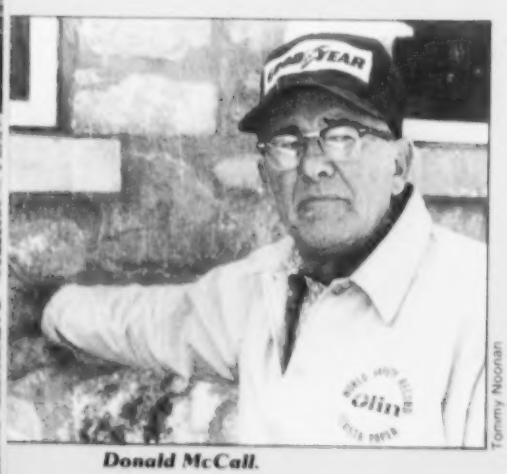
Tommy Noonan

A view of the Balsam Grove clinic complex.

A North Carolina Model for Improving Rural Health Care:

1/10 Albert Schweitzer, 9/10 ORHS

By Mercy Hardie Coogan



Tommy Noonan

Donald McCall.

Donald McCall swears that the road up to Balsam Grove is, in his own words, "crookeder than a black snake." And he ought to know, since the small North Carolina mountain community has been home to him for all his 60-some years. McCall is as familiar with each of the 92 curves (he counted them years ago) from Brevard to Balsam Grove as he is with the gravel driveway leading up to his own home.

Folks from outside Transylvania County, city folks especially, are not so inured to the area's geography, however. But more than the crazy switchback and hairpin turns of state route 215, first-time visitors to Balsam Grove are taken aback by its comeliness. Here is the personification of Appalachia's legendary natural beauty. Mountains, trees, sky and rushing water all seem to mesh in perfect, timeless harmony.

"No, sir, I wouldn't trade my piece of real estate in Balsam Grove for anything in these United States," McCall says firmly. "And you know something else? I believe that Albert Schweitzer would've loved it here if he'd ever had the chance to come over from Africa to visit us."

Albert Schweitzer? It's a long story.

Mercy Hardie Coogan is on the staff of *Appalachia*.

Beginning at the End—The Office of Rural Health Services

North Carolina's Office of Rural Health Services (ORHS) was last on the scene at Balsam Grove. But in the scheme of things, this extraordinary state agency proved to be the foremost contributor to the genesis of the new clinic. It channeled into Balsam Grove state money that was used to renovate and equip the small clinic. It helped with staff recruitment, with architectural design, with setting up an efficient billing system and with numerous additional basic services. In a word, ORHS *made* the clinic happen. And, importantly, made it happen in record time with a minimum of red tape.

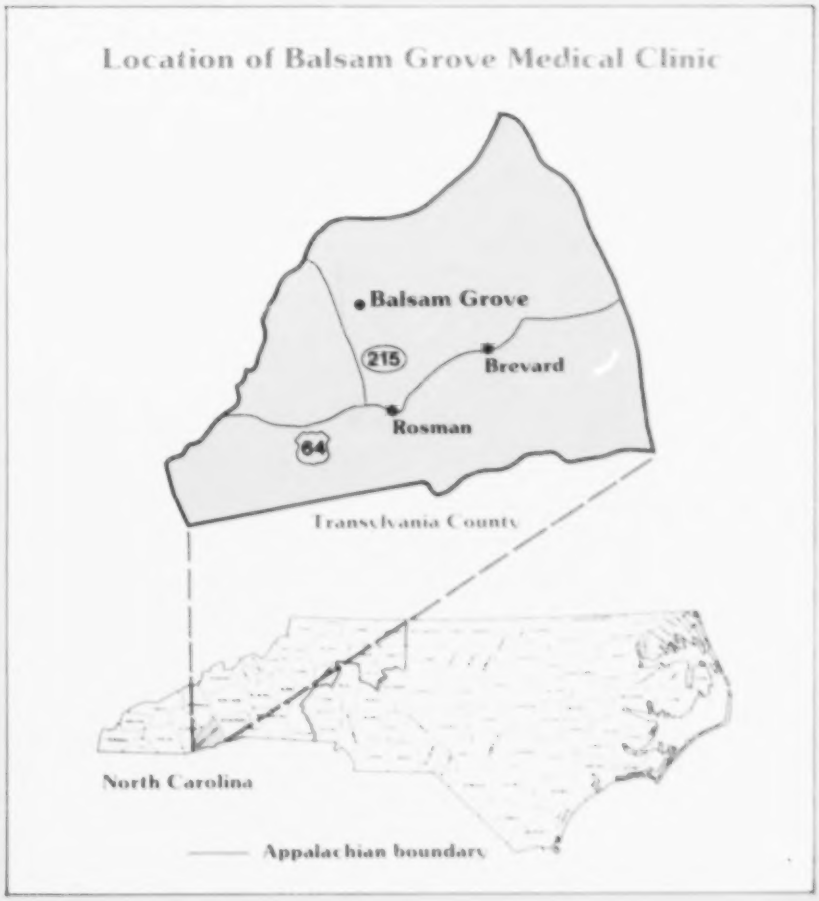
Sponsoring small rural clinics like Balsam Grove's is what ORHS is all about—along with a few related enterprises. Since its establishment by an act of the state legislature in 1973, the agency has assisted 27 communities in setting up their own primary care centers. Its style is original to North Carolina, its success phenomenal.

Jim Bernstein is on the left side of forty—just. He has directed ORHS for all of its seven-year lifespan. Actually, he invented the notion of something like ORHS while studying at the University of North Carolina in Chapel Hill. He is a Peace Corps veteran, holds a degree in hospital administration and served for two years as the director of Indian health services in New Mexico. In the late 1960s, Bernstein obtained a three-year global health fellowship from what was then the Department of Health, Education and Welfare. Rather than study the health needs of Third-World nations, as did most fellowship candidates, he chose to examine and propose some solutions to the medical inadequacies of this country's rural areas. ORHS grew from his findings.

Bernstein's original plan, a plan adopted with only minor changes by the state, calls for the development of community-sponsored rural health centers staffed by physician extenders, that is, family nurse practitioners or physician assistants. Hardware costs—construction, renovation and equipment—are met to a great extent with state funds: North Carolina provides five dollars for every dollar raised by the community. Help is also available for a clinic project's software elements, such as planning and recruitment. It is Bernstein's intent that the state go the complete distance with those rural community groups that indicate a willingness and ability to bear their fair share of the blood, sweat and tears needed to establish a successful primary care clinic.

Max Hirshfeld

Jim Bernstein directs the North Carolina Office of Rural Health Services.



"Back in 72 when the plan was originally proposed," Bernstein recalls, "the issue of rural health was paramount in North Carolina. In spite of the many financial incentives offered by the federal government to encourage physicians to practice in rural areas, many residents of rural areas simply did not have access to primary, everyday health care. Politicians and health officials alike were looking for ways to get more health providers into rural areas. They were hoping to find a permanent solution that would not be prohibitively expensive. I guess we fill the bill."

So in 1973 the state established its office of rural health with a $450,000 grant. The Appalachian Regional Commission (ARC) supplied $105,720 to the state agency that first year—money used by ORHS to help operate the Raleigh office and initiate several clinic projects. Since 1974, ARC has awarded a total of $462,545 to ORHS.

In view of North Carolina's rural health needs at the time, the initial funding seemed paltry to many observers. Bernstein remembers hearing all kinds of prophecies of doom for his fledgling agency. But within two years, the office had proved its mettle. Ten new rural primary care clinics throughout the state were open for business. The concept worked.

"One of the most frequent criticisms about our operation—one that we still hear—" admits Bernstein, "is that we had a more than average amount of good luck riding with us. And in part that's true. We had the support of the state medical society, without which the family nurse practitioner clinic idea itself would not have had a chance. And we had the very active backing of the governor and the lieutenant governor. That was also important. But I believe essentially the program stands on its own merit. It does not require abundant good fortune to make it operable. This thing can work in other rural states in one form or another."

Nevertheless, Bernstein insists that whatever the variations on the theme might be, every statewide rural clinic development program must include these basic criteria:

- a funding plan that will provide dollars for construction and equipment
- bill-paying patients
- a plan for dealing with or minimizing deficits
- the ability to recruit adequately trained physician extenders (family nurse practitioners or physician assistants)
- the ability to obtain the services of back-up physicians
- laws that permit physician extenders to provide medical services to remote facilities, including procedures for prescribing and administering drugs to the patients of the center.

Back to Balsam Grove

Observing ORHS in action in Balsam Grove offers a clear picture of the agency's technique. Of course no one clinic project is completely like any other, though all share certain common features. There is always, for instance, a strong, committed community group working hand in hand with ORHS on the project. The agency places enormous emphasis on community participation and refuses even to consider a rural locality's application for assistance if it has not demonstrated that a truly representative, cohesive group is working for the project. Then, as already mentioned, most ORHS clinics are staffed with either family nurse practitioners or physician assistants rather than physicians.

But apart from these fundamental characteristics, the Balsam Grove clinic is strictly an apple off a different tree from other ORHS projects. For one thing, there is the Albert Schweitzer connection.

In the mid 1950s Dr. Gaine Cannon came from South Carolina to Balsam Grove. The doctor saw in the area what greater and greater numbers of people see in it today—a lovely place in which to retire. Back then, however, Balsam Grove and the other little mountain communities in those parts were really isolated. Besides the mountains and the challenging roads,

Family nurse practitioner Juanita Butterworth attends to patient Steven McCall.

Tommy Noonan

Tommy Noonan

(ABOVE) Local creek rock was used to construct the clinic. (BELOW) Albert Schweitzer's bust rests in an unoccupied room of the clinic complex.

Tommy Noonan

Pisgah National Forest (which completely surrounds Balsam Grove) acted as a natural deterrent to intrusions of any kind from the outside world.

Donald McCall was a young man when Gaine Cannon first settled in Balsam Grove. The two men struck up a warm friendship which lasted until the doctor's death in 1965. McCall still holds vivid memories of his old friend.

"Dr. Cannon was supposed to be retired, but he wasn't here a month before patients asked him for help," McCall says. "A lot of people couldn't pay him in cash; so they offered him produce—you know, vegetables from their gardens, eggs, chickens. After a time, the doctor decided we needed our own little hospital up here, and that's when he asked people to bring him creek rock for payment. He figured to build the clinic with creek rock."

And that is what he did. By 1957, Dr. Cannon and people in the community had built themselves the shell of a small hospital from cement and gray flat creek rock. It is located up the hollow and across the creek from the doctor's old home and was christened the Albert Schweitzer Memorial Hospital.

According to Donald McCall, Dr. Cannon admired Albert Schweitzer with a zeal that bordered on reverence and often talked of the example Schweitzer set with his work among the sick and dying in the African nation of Gabon. During the ten years that Cannon lived and worked in Balsam Grove, he made three trips to Africa to visit Schweitzer. In fact, Dr. Cannon was in Gabon when Albert Schweitzer died.

"Our doctor saw what Albert Schweitzer did in Africa and believed he could do something like it here," says McCall. "The trouble was that nearly all of our money had to be raised by holding raffles, cake sales and the like. And we were always running short of money—you can't make everything out of creek rock. And when our doctor passed away, we were sort of left without a leader, and the hospital was far from completed. I tried and others in the community tried to get another doctor in here to finish up the job, but we just couldn't do it. People eventually lost interest, and it seemed that our pretty building was all for nothing."

In the mid 1970s McCall touched base with ORHS in Raleigh and asked for state help to complete the Albert Schweitzer Memorial Hospital. At that time, the Balsam Grove community was not particularly enthusiastic about resetting its sights and giving up the possibility of achieving Dr. Cannon's dream—a small rural hospital staffed with one or more doctors, equipped to handle the secondary care treatment of patients—in favor of what ORHS was prepared to set up. Instead, the community group chose to continue its efforts without help from ORHS.

Under the guidance of McCall and Dr. John Canfield, a new summer resident in the area, construction continued on the building, with the costs being met by donations from all over the world.

Rethinking the Dream

"I first heard about Balsam Grove in September 1978 from my boss, Dennie Martin," explains Kathy Hardman, who is on the staff of the Land-of-Sky Regional Council (a local development district that includes three counties besides Transylvania). "He had been on a hike in the mountains around Balsam Grove and heard that the community really wanted to make a go of the clinic. Dennie told me to check it out and to see what ORHS had to say."

What Kathy Hardman and Becky Williams, also of the LDD staff, discovered in Balsam Grove was the little hospital in its picturesque setting, a community group that had all but resigned itself to failure as far as getting the facility to the point of meeting their health needs—and Arlie Flath, a newcomer to Balsam Grove

Tommy Noonan

(ABOVE) Arlie Flath poses with her children in front of their home near the clinic. (BELOW) Native trout thrive in the creek which runs past the clinic.

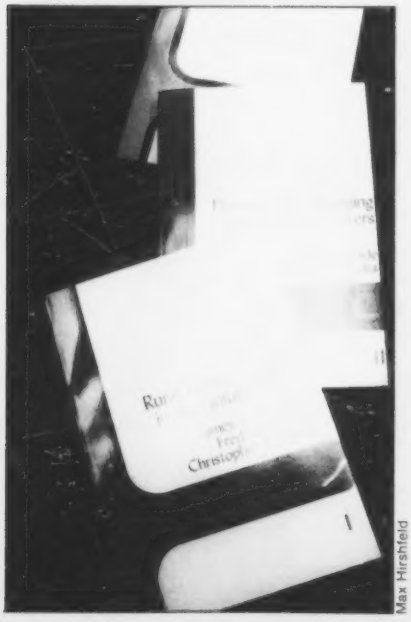
who lived across the creek from the hospital. The mother of two and foster mother of three, a natural organizer who was used to plenty of hard work, Arlie Flath agreed to join Donald McCall and other dedicated members of the community to try one last time—with help from the LDD—to get the hospital going.

"At our first meeting," Arlie Flath explains, "Kathy told us that Land-of-Sky was willing to help out in every way it could but that we had to readjust some of our thinking and be prepared for some rough work. The council brought us back in touch with ORHS, and Kathy attended just about every meeting we had from then on. She brought Tork Wade up here the first time he met with us."

Tork Wade is one of six health center development specialists at ORHS, each of whom is responsible for clinic projects in a different section of the state. The specialists spend all their time responding to calls from rural communities and following up on clinic projects once ORHS gets

Tommy Noonan

Max Hirshfeld



Max Hirshfeld

(ABOVE) Tork Wade of ORHS worked closely with Balsam Grove residents on the clinic project. (BELOW) ORHS has available a series of useful manuals dealing with rural health issues.

involved with them. When Wade first met with Balsam Grove's community group, he outlined what the agency had to offer in the way of assistance and exactly what would be expected of the community in return.

"It is my job," says Wade, "to explain the options open to a community and, if they decide to work with us, to conduct a regional market study that determines the practicality of establishing a clinic. But our main work is pulling alongside a community group once we all decide to go ahead with a clinic project."

After a few meetings with Tork Wade, the Balsam Grove group accepted the scaling down of their dream from a small hospital to a family nurse practitioner clinic. It was, they realized, the best possible alternative available to them. ORHS agreed to provide Balsam Grove with a portion of the funds needed to convert the middle section of the hospital structure into a clinic with two examining rooms, a laboratory, a pharmacy, an office for the family nurse practitioner and a spacious waiting area. The community was to be responsible for raising a matching portion of funds. Some of the money needed to equip the new clinic came from ORHS, and some from an ARC grant of $8,000.

"We try to keep things simple," says Wade. "We have no formal grant application forms; so local groups don't need someone with a doctorate in grantsmanship to get help from us. We work up something called a memorandum of agreement, which is just two or three pages putting on paper our responsibilities and those of the community involved. Then we get down to brass tacks. Our staff architects help with building designs. Our graphics people prepare brochures and other printed matter needed in fund-raising activities. And we assist the community to find a physician extender."

ORHS supports its clinics financially for two years. After that period, if all goes as planned, a clinic should be self sufficient. The marketing study conducted prior to the agency's commitment in any clinic project determines whether or not an area has enough people willing and able to pay for clinic services. Once initial funding—for construction and equipment costs—has been supplied, each clinic project is eligible for two years of deficit funding support from ORHS. That is, the agency pays for two years whatever portion of a clinic's costs it cannot cover by itself.

"We mean for these clinics to survive," ORHS Director Bernstein states. "That's why we keep everything as basic as can be. No elaborate architectural wonders, no overstaffing. Just the bare bones. But these essentials are very definitely the best essentials we can come up with."

At Balsam Grove the architect's design called for blocking off the two wings of the hospital and using the middle section of the building for the new clinic. The wings, though vacant, are not forgotten. And while at present they are filled with Dr. Cannon's books, bits and pieces of some ancient medical equipment and a dusty bust of Albert Schweitzer, Donald McCall envisions the day when they will serve as a home for senior citizens and, perhaps, a dental clinic.

"We're only a few months old, after all," observes McCall, now president and treasurer of the new clinic, "and already local folks are flocking to us. We see—that is, Juanita sees—something like seven patients every day at an average fee of $10 per visit. Now, that's not too bad, I'd say."

Every morning, Monday through Friday, family nurse practitioner Juanita Butterworth drives the 92 curves from her home in Brevard up to Balsam Grove (she has a four-wheel vehicle to cope with bad weather days).

Like other physician extenders, Ms. Butterworth can handle 90 percent of the problems of the patients she sees. She is guided in her patient treatment by a strict set of rules, called standing

orders or protocols, which dictate exactly what she can do on her own and when a doctor's expertise is required. The two back-up physicians (every primary care clinic headed by a physician extender is required by law to have at least one physician who agrees to serve as a back-up to the extender when necessary), Dr. James Keeley and Dr. Raymond Dunkleberg of Brevard, visit the clinic on an every-other-week basis to see those patients that need a doctor's attention. In addition, the physicians are immediately available by telephone to the family nurse practitioner should she confront a serious medical problem in her day-to-day care of patients.

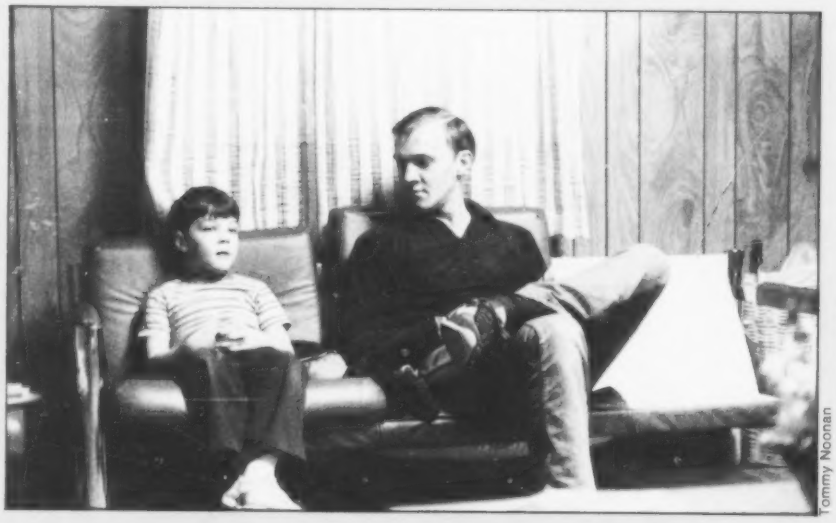
"I love my work here," Juanita says, "I like both sides of the clinic operation--the medical practice and the administrative aspects. And I know I'm not alone when it comes to either of those. The doctors are always there when I need them. Kathy Hardman at Land-of-Sky and Tork Wade at ORHS are just phone calls away. I believe we'll make this a great success."

ORHS Goes National

The state's commitment to ORHS is an emphatic one. The agency's 1979 budget was $1,665,827—a modest sum as health costs go, but nearly four times the original amount. Strong support from the state medical society, the university system, county commissioners, state legislators and administration enables the agency to eat away constantly at the state's mountain of rural health needs. What ORHS did (and still does) for Balsam Grove, it does in at least 26 other North Carolina communities. Upwards of 150 communities have benefited and/or are benefiting from one or another of the agency's services.

Besides its clinic and clinic-related projects, ORHS also actively recruits physicians to settle throughout North Carolina in those areas that need and

Tommy Noonan



Tommy Noonan

(ABOVE) The clinic is a dim outline when viewed from atop the mountain it faces. (BELOW) Steven McCall and his father await their appointment with Ms. Butterworth.

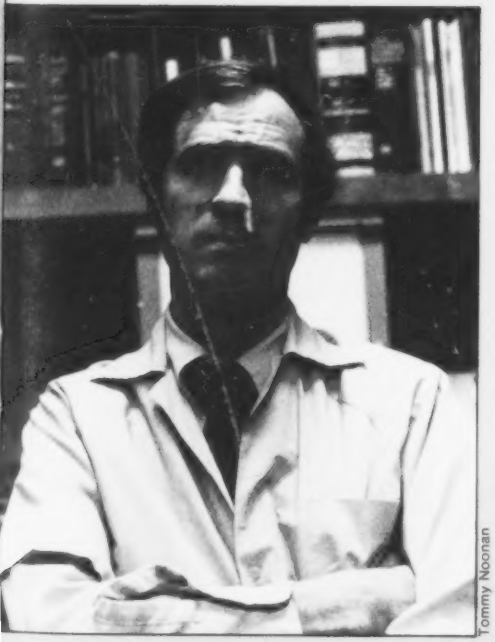
can support a doctor. In 1974, the state had 42 counties with physician shortages. Today that figure has been halved, due in large part to ORHS's recruitment campaign. Advertisements in major medical publications invite medical men and women who are looking for a special place in which to practice (especially family practice specialists) to write the agency for information on what North Carolina has to offer them. The agency mails specially prepared packets to the physicians who respond to the ads and sends even more detailed information upon request.

"We don't have much trouble recruiting doctors to the mountains or on the coast," admits Bernstein, "but there is a terrific need for more health providers in the state's coastal plains area. It's very rural there, and many, many of the people are poor. We're particularly anxious to locate black

Tommy Noonan

Tommy Noonan

Juanita Butterworth is a firm and happy believer in the family nurse practitioner concept.



Tommy Noonan

Doctors Ray Dunkleberg (TOP) and Jim Keeley (BOTTOM) are the Balsam Grove clinic's back-up physicians.

physicians in some of these communities, many of which have large black populations. We've been somewhat successful in getting National Health Service Corps doctors to these areas, but the need is still significant."

News of ORHS's success is common knowledge in circles where rural health is a major issue. The Bureau of Community Health Services (the office of the federal Department of Health and Human Services concerned with providing better health care in rural communities) is so impressed with the ORHS model that it hopes to establish similar systems in all the states. ARC is granting West Virginia the funds it needs to set up its own rural health agency based on many of the principles developed in North Carolina. As Jim Bernstein will tell (and tell, and tell . . .) anyone who shows the vaguest interest in ORHS, the program's basic formula makes great sense. It is, he says, simple, it is logical and it can be easily adapted to fit the setup in any given state. And importantly, Bernstein adds, the risk factor has been virtually eliminated by ORHS in North Carolina.

In one of its several publications, called "Developing Primary Health Care for Rural Areas in North Carolina," ORHS thoroughly spells out the modus operandi used to establish the statewide program and to maintain it on a solid footing. Also found in the same handbook, on the page usually reserved for dedications, is a statement once made by Supreme Court Justice Louis D. Brandeis. Although Justice Brandeis' words were spoken long before North Carolina elected to take this giant step toward curing its rural health problems, they underscore the service that ORHS renders the entire nation. The late justice said:

> It is one of the happy incidents of the Federal System that a single courageous state may, if its citizens choose, serve as a laboratory and try novel social and economic experiments without risk to the rest of the country.

It is a happy incident for Balsam Grove that North Carolina showed itself to be such a "single courageous state." ■

Eastern Kentucky Reinvests Coal Dollars

By Lisa Berger

Coal is everywhere in eastern Kentucky: rivers are named after it, souvenirs are carved from it, and songs are sung about it. Scratch any strip of land or mountainside, and rich chunks of carbon spill out. Coal seams lace the Region, where both deep and strip mining has been taking place on a large scale since the 1890s. Families supported by coal mining for generations tell stories about grandfathers living in isolated company towns and walking to the pits every morning.

Coal is still the area's major preoccupation. Railroad engines pull dozens of cars heaped with coal across the state every day; 60-ton coal trucks rumble through towns day and night. Over 45,000 people are employed by the eastern Kentucky coal industry, which in 1979 produced 106.6 million tons of coal. Although lumbering, manufacturing, tourism and other businesses contribute to the area's economy, these activities are all second to King Coal. Coal dominates the lives and future of everyone.

Yet much of the wealth from Kentucky's bituminous coal, which is abundant and heavily mined in the western portion of the state as well as the eastern, has been funneled out of the area by coal companies headquartered in the North. Energy companies operating from Pittsburgh and Chicago, for instance, sent the profits they made from Kentucky coal to their stockholders and capital investments in other states. Appalachian Kentucky communities, swollen with coalminers, suffered battered roads, strained utilities and city services, and desperate housing shortages. Until 1974, Kentucky's coal-producing counties received little from the black gold extracted from their lands: the taxes on land owned by the coal companies were generally minimal. That year marked the beginning of the state's coal severance taxes and a surge of economic growth and catching up for eastern Kentucky.

Coal severance taxes—an assessment imposed on mining companies for coal "severed" from the land—is big money in Kentucky. In 1979, the state took in an all-time high in coal severance taxes—$168.1 million, not including collections for back taxes, which local government officials estimate could push the figure over $200 million. The tax is calculated according to the selling price of coal, with operators paying 4.5 percent: with coal today selling in eastern Kentucky for an average of $25 a ton, the state collects approximately $1.12 on each ton mined.

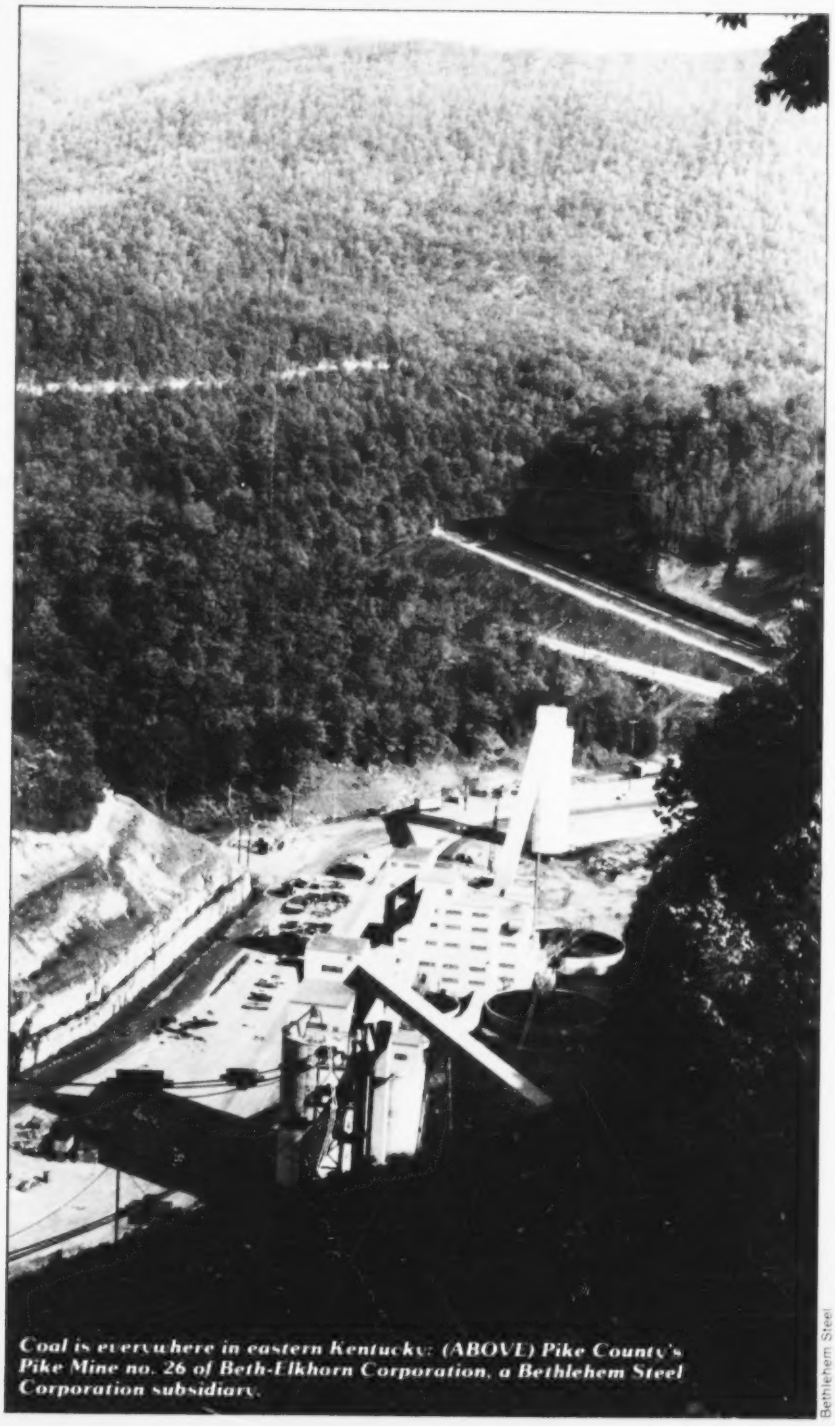
Before 1974, Kentucky's coal-producing counties watched their natural resources roll out of the area on rail and road, with totally inadequate compensation to the cities and towns that had to provide services to the coal industry and its workers. Most of the money circulating in the coal towns of Hazard and Pikeville and the dozens of other communities spread across the Cumberland Plateau was from coalminers' sporadic paychecks, so that layoffs at the mines, part of the boom/bust cycle of the industry, meant hard times for everybody. School districts could not afford to build new classrooms; hospital beds and sophisticated medical care were found only in urban areas; and water and sewer service frequently stopped at city limits.

The Coal Producing County Development Fund was the first step in reversing the coal revenue drain from eastern Kentucky. Created in 1974 by the state legislature, this coal severance fund was distributed specifically to coal-producing counties for the purpose of community development projects. The fund consisted mainly of half the state coal severance tax receipts above $41 million, with grants from other sources contributing small amounts. It was used to build airports, construct water and sewer lines, buy fire equipment, pave roads, repair bridges, and fund literally hundreds of other projects. County courts identified and administered the projects. In the two years this fund was in existence, $33.6 million was expended on 678 projects.

In 1976 the legislature passed a new act whose aim was to give the coal severance funds greater impact on economic development. In addition to using these monies for roads, bridges and schools, the state established a separate Economic Aid Fund that distributed its share of these taxes by a new method. Counties received funding not only according to the percentage of total severance taxes that came from coal mining within their boundaries, as with the earlier system, but also according to average per capita income levels, with poorer counties receiving larger shares of the fund. More community involvement was achieved by having projects selected by an economic aid board in each county, composed of local government and school board representatives as well as private citizens.

In 1980, the program was altered

Lisa Berger is a freelance writer who specializes in coal and energy subjects.



Coal is everywhere in eastern Kentucky: (ABOVE) Pike County's Pike Mine no. 26 of Beth-Elkhorn Corporation, a Bethlehem Steel Corporation subsidiary.

Bethlehem Steel

again to reflect the impact of coal-hauling trucks on roads in noncoal-producing counties.

In 1976, recognizing that development needs existed throughout the state, the state established another fund with coal severance tax money, the Area Development Fund (ADF). The fund, too, had an economic and community development purpose: it channeled coal severance taxes through each of the 15 Area Development Districts (ADDs), the Kentucky local development districts, into grass-roots projects. The ADF was guaranteed a fixed amount of $12 million every two years. While almost 95 percent of the Economic Aid Fund has been directed toward equipment purchases and recreation-related projects, the ADF has funded many capital projects, such as water and sewer, fire protection and emergency services, health, senior and community centers and expansion of other local services. It is the Kentucky local development districts that decide which projects receive ADF monies, and to date they have selected 517 local projects for funding, a significant share of which are industrial parks.

Coal producers may still be extracting coal from Kentucky soil and shipping it out of the state, as they have for decades, but today the state is extracting a share of its own from this rich natural resource. By reinvesting coal severance money in development projects, many of which bring in federal funds that would otherwise not come into the state, Kentucky is hoping to parlay these receipts into long-term gains that will significantly alter for the better the lives of Kentuckians, especially the coal-producing counties.

The changes under way are exemplified by the projects selected for funding by three of Kentucky's Appalachian local development districts. Let's take a look at the fund at work in the Big Sandy, Cumberland Valley and Gateway Area Development Districts.

Big Sandy Uses ADF to Look Ahead

Everybody in town knew our problem," is how Chalmer Frazier, former administrator of the Highlands Regional Medical Center outside Prestonsburg, Floyd County, refers to the very critical and very obvious sewage treatment problem the facility faced two years ago. Built in 1973 along route 23, this four-story, modern grey concrete building was designed for 75-percent occupancy, offering an array of sophisticated and specialized medical care to patients from Martin, Johnson, Magoffin and Floyd counties.

The hospital was a great success. Patients, many of them black-lung victims who needed the hospital's pulmonary lab, filled almost all of its 137 beds. One month after it opened, the hospital was 95-percent full, and the number of patients never slackened. Unfortunately, its sewage system began to leak. As the sewage system faltered, foul odors proliferated around the area, and suits to close the hospital were threatened. "We were desperate," says Frazier.

A lucky coincidence and a grant from the ADF through the Big Sandy Area Development District (ADD) saved the hospital. The state of Kentucky at this time proposed building a National Guard armory, also on route 23, between Prestonsburg and the hospital. The state would extend the city sewer line to the armory, and just over a mile of line beyond this was needed to reach the hospital. The ADF contributed $100,000 for this last mile of the city sewer line, permitting the construction of a large sewage system that could handle the hospital without problems.

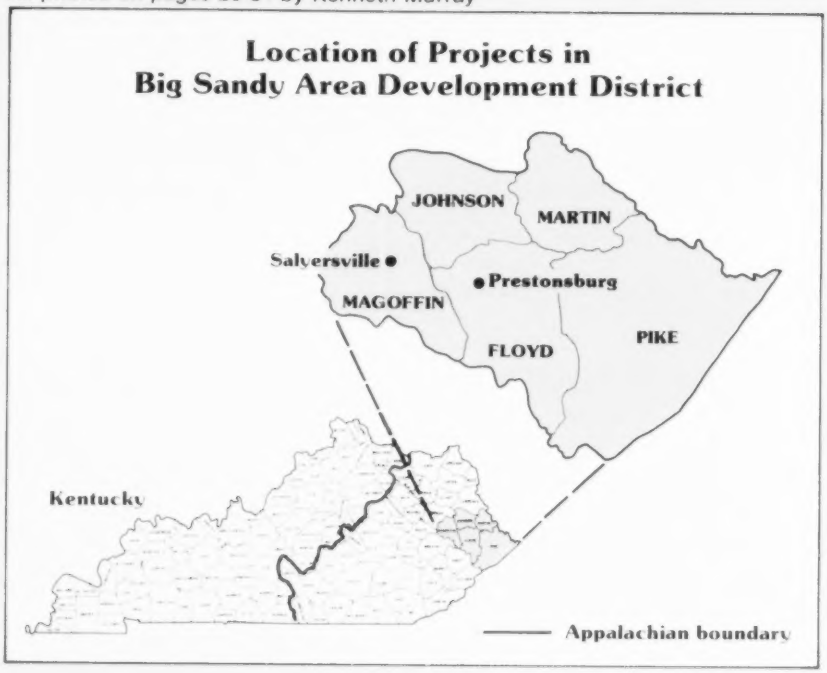
Now You *Can* Get There from Here

The Cliffside housing project on the other side of the Big Sandy River from Prestonsburg had almost all the ingredients to begin clearing the land and laying the foundations for 94 units of housing, chiefly for coal-mining families.

The site, along a mountainside near a scattered residential area and next to the C&O railroad tracks, was originally part of a tract bought by the Prestonsburg Industrial Committee for an industrial site; but in addition to small industry, the community also needed new housing. So the Prestonsburg Church Housing Authority, a nonprofit coalition of local church associations, bought about ten acres of the industrial site. Problems began with a familiar Catch-22 situation. The housing site was not easily accessible by road, and the Kentucky Department of Trans-

The Highlands Regional Medical Center outside Prestonsburg.

All photos on pages 26-31 by Kenneth Murray



There is a dangerous intersection over railroad tracks on the old road to the Cliffside housing project.

The new sewage treatment plant can easily serve the Highlands Regional Medical Center.

portation (KDOT) promised to build an access road after the housing was complete. The housing authority felt it had to be sure of the road before committing itself to a large construction project. The proposed industrial site had encountered the same dilemma: industry promised to build and move in after roads were finished, and KDOT would not lay roads until industry was in place.

So the Cliffside housing project had everything but accessibility. A grant from the Appalachian Regional Commission (ARC) helped fund sewer service from the city, water lines were laid, and a Farmer's Home Administration loan was underwriting construction costs. Led by Julia May, director of the housing authority, the project sponsors arranged to meet with KDOT to solve the access road problem. A representative from the Big Sandy ADD also attended the meeting, at which KDOT agreed to put in an access road if the housing authority could add local money to the project. The ADF came to the rescue with a $100,000 grant through the Big Sandy ADD to complete the project.

It Was Now or Never

Tim Bostic is the relatively young, innovative mayor of Salyersville, a small town of 1,500 in the middle of tiny Magoffin County, that is already looking ahead 10 to 20 years. Magoffin County is a largely agricultural area, spotted with cattle, dairy and crop farms. It has little industry; coal mining surrounds it. The local economy rises and falls with the seasons and coal market, says Bostic, and unemployment hangs around 10 percent. However, it once was close to 26 percent, before a conveyor manufacturing company located just outside Salyersville and opened up 300 new jobs and began circulating an annual $1.5-million payroll.

So Salyersville and Tim Bostic are looking ahead to more industry and recently, with a grant from the ADF through Big Sandy, took definitive steps to accommodate it. "It was a piece of property no one thought the owner would ever sell," Bostic explains about the pasture land owned by an 80-year-old farmer. "When it became available, we had to buy it. The ADD had already given priority to an industrial site in this region, and Magoffin was chosen because of its accessibility. The site is just 1½ miles from the Mountain Parkway."

With a $200,000 ADF grant and another $23,063 from the Coal Producing County Development Fund, the Regional Industrial Foundation (the local economic development authority) bought the 150 acres of green countryside a little less than a mile from Salyersville. The proposed industrial site at this time has no water, the city sewer system will have to be expanded to serve it, and industry is not committing itself until the utilities are in, but the first big hurdle—finding the land and the money to buy it—is cleared.

(ABOVE) Construction at the Cliffside housing project was under way in May.

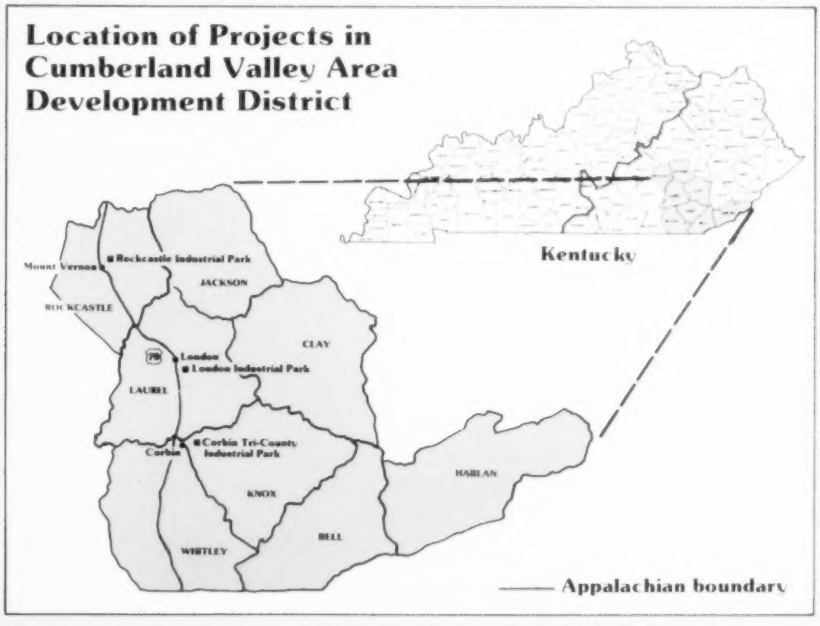
In Cumberland Valley ADF Means Industrial Park and Airport Expansion

"We'd like to stabilize our rollercoaster economy," says Cumberland Valley ADD Director Gatliff Craig to explain why the Rockcastle multicounty industrial park is a major ADD goal. "This is a coal economy here. It's stable now, but it has lots of ups and downs. Small industry would help us to diversify, get away from just farming and coal, and provide alternatives for people who need to supplement their wages. An industrial park would help Rockcastle County to be self-sufficient."

The future industrial park lies just two miles outside Mount Vernon on the western edge of the Kentucky highlands in a valley between wooded hills; it is surrounded by small tobacco farms. At the turnoff, where the site's gravel road leaves Highway 50, is the only indication of what's planned for this former cattle farm. A red, white and blue wooden sign announces the park's development and encourages prospective industries to settle here.

Money to buy the 89-acre site—$165,000—came from the Kentucky Industrial Development Finance Authority. ADF money, $40,000, along with $7,122 from the Coal Producing County Development Fund and an ARC $139,000 grant, was crucial to the next steps in the park's development: constructing water and sewer lines. Further work on the park, particularly putting in electricity, a water storage tank and internal access roads, is still in the planning stages. But it may be an indication of the park's future success that two individual sites have already been sold. A sewing factory employing about 80 people is already in operation, its single-story, aluminum-sided plant and full parking lot sharing a field with an abandoned barn. The other park industry, a plastics manufacturer, has not yet begun site preparation.

Craig is very specific about the kinds of business he feels the area needs to offset its dependence on coal and to give residents a steady, year-around income. "Our best prospects are light industry such as sewing factories, paper goods manufacturers, printing, baking, small parts manufacturers, electrical components," he says, and projects 800 new jobs for the area's unemployed and underemployed (those who work part-time or intermittently, or earn minimum wages). Craig estimates that approximately 1,500 of the county's 13,000 residents currently leave the area every day to work elsewhere. With the industrial park and new business, that drain can be halted and reversed.



Centralizing Industry = Cutting Costs

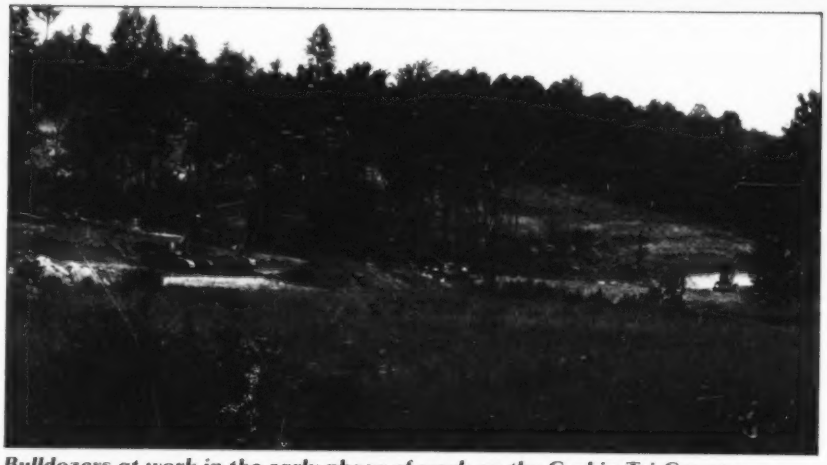
Down the road about 20 miles from the Rockcastle industrial park is another industrial site development, this one on the outskirts of London in Laurel County. Unlike the Rockcastle development, which represents the beginning of industry around Mount Vernon, this London park is the culmination of years of industrial growth that has popped up on all sides of the town. The town is beginning to centralize its manufacturing concerns. While the existing industries—a sewing plant, a church furniture factory, a computer service and a bakery predominate—probably won't move across town to the new park, incoming business will be clustered together, sharing services and reducing costs.

The ADF contribution to this project is supplying a key need in the park. The $100,000 grant is being used to build a rail spur into the center of the park, a 54-acre tract situated amidst woods and pastures. Although the spur right now is just a trench cut through the fields, the promise it makes is vital to the park's development. "Industry won't move in without guaranteed rail access," explains Cumberland Valley ADD assistant director John Bruner.

Patience Is a Virtue

Roy Hauser spent a year driving through the hills and hollows around Corbin at the junction of Knox, Laurel and Whitley counties trying to find landowners, heirs, second cousins and all the other distant relatives needed to sign over the deeds required to put together a 420-acre, $6-million industrial park.

"I don't think I'd go through it again, all that title searching," he recalls about his efforts as executive director of the Corbin Tri-County Regional Industrial Park. He says Corbin first began thinking about an industrial park in 1974 when the local industrial authority discovered that the costs of laying utility lines, preparing and filing environmental impact statements, and sites were too high for individual projects. So the park idea made a lot of sense, especially for an area where unemployment was high, farming the clay soil was unrewarding, and the coal industry "yo-yo'd up and down."



Bulldozers at work in the early phase of work on the Corbin Tri-County Industrial Park.

Hauser's exhausting project is now more than halfway completed, with the most difficult elements—buying the land and finding the funding—behind him. An ADF grant of $150,000, $123,100 from the Economic Aid Fund and a $753,000 ARC grant were used during the first phase of the project when 12-inch and 16-inch pipes were laid for on-site and off-site water supplies and off-site sewer service. Hauser says these pipes will last forever—or at least long enough so he doesn't have to put together another industrial park.

(LEFT) Roy Hauser is executive director of the Corbin Tri-County Regional Industrial Park (ABOVE).

Needed: Room to Breathe

Not all the ADF grants in the Cumberland Valley ADD are going into industrial parks. Some are being used to build up the surrounding services in anticipation of growth. During the coal boom around 1974, the ramps at the London-Corbin Airport were lined with corporate airplanes and Air Kentucky flights. It wasn't unusual to see over 40 planes waiting to taxi on to the single runway, since this is one of the few airport facilities that can service eastern Kentucky coal country.

With funding from the Federal Aviation Administration (FAA), ARC, state and local sources, the airport board bought 46 acres around the existing facility and began work on a $1.9-million expansion program. Coal severance tax funds went into building a new terminal, which is over twice the size of the original building. Ramp space at the airport will be able to hold more than 15 times the number of aircraft now using it.

By spring the project was almost complete. Rollers were flattening the last strips of blacktop for the parking lot surrounding the new terminal and FAA building. New hangers were built, and the old gray metal structures leased to coal companies for their private airplanes and helicopters. Earth movers were poised at the edge of the tarmac waiting for dry weather to begin ramp expansion. When the next coal boom arrives, the Cumberland Valley will be ready.

(ABOVE) The new terminal and FAA building (behind plane) at the London-Corbin Airport feature new control facilities (BELOW).

ADF Gets Things Humming in Gateway

The 200-acre stretch of cleared land overlooking Interstate 64 east of Lexington on the edge of Kentucky's bluegrass country does not look like an industrial hub. The ground is muddy; so bright yellow tractors and earth movers stand idle on a small rise overlooking the site. Only survey sticks poking out over the remaining weeds hint at the building and development that soon will take place here.

Judson Edwards, executive director of the Montgomery County Industrial Board, points to the garment factory at the northeastern end of the tract and explains that it is just the beginning. "That is the only county in the Gateway ADD that has industrial experience. It's too expensive to develop a site for one company; so a park that already has services and environmental clearances is very attractive to industrial buyers."

The Gateway ADD encompasses five disparate counties, from easterly Morgan County, a heavy coal producer, to Bath County in the north, an agricultural area known for dairies and hog farms. Montgomery County has a number of small industries, which made it a natural site for the proposed Little Mountain Industrial Park.

The area was eager and ready to expand even further its industry-based economy. Already about 5,000 people are employed in local industry—the garment factory, a poultry- and egg-processing plant, a small electric factory and a dishwasher assembly plant—and the area offers a potential labor pool large enough for most incoming businesses.

The park site is well suited to becoming a trade center. Accessible from a major highway and close enough to the town of Mount Sterling for utility service, the proposed park had been a single farm and was for sale at a reasonable price.

Funding for the park, planned to include 30 separate sites, a recreation area, day care facilities, access to railroad and all utilities and power, came from ADF as well as other coal severance tax funds, plus an ARC grant and a loan from the state. Total cost for the park, scheduled to be finished in 1981, is around $2.8 million.

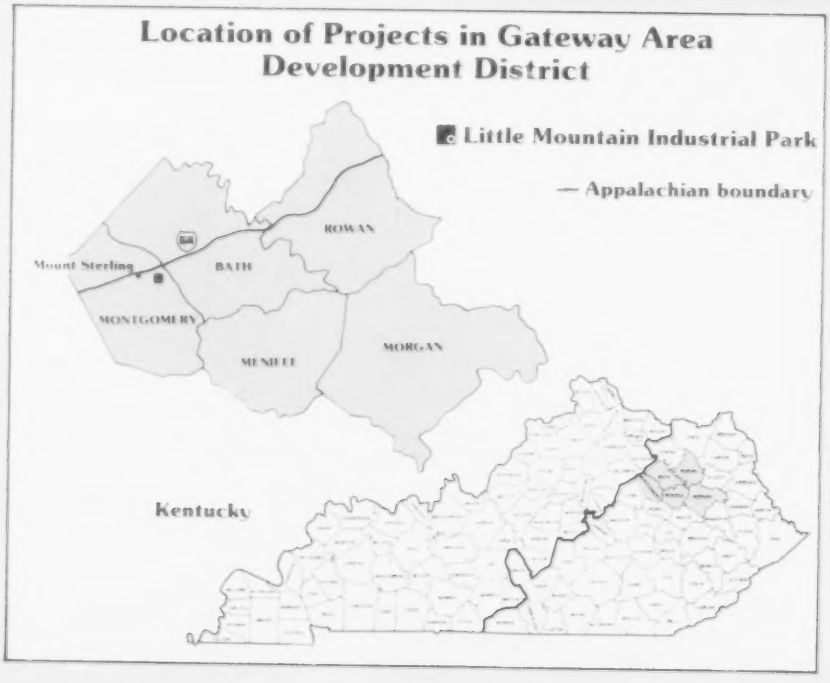
The ripples from the project—the anticipation and related expansion activities—show every sign of turning the Little Mountain Industrial Park into a hub of areawide, economic growth. The park itself is expected to create 2,000 jobs and bring in related business and services. Two new shopping centers have opened around Mount Sterling, the city has applied to the state for funds to improve the airport, and a coalition of Montgomery county banks has put up a bond to allow them to make low-interest housing loans.

Looking around the graded slopes, Gateway ADD official Joe Swafford shakes his head and chuckles as he talks about the recent economic activity. "The only problem," he comments, "is now every county wants an industrial park." ■

Eastern Kentucky's beautiful scenery is one of the attractions for new industry.

Bill Kuykendall

Location of Projects in Gateway Area Development District



Tri-County TEC Does the Job

By Anne Whisman

Tri-County Technical College

Vocational education schools play an important role in the economic development of Appalachia. As new employment opportunities open up, workers need training to qualify them for these technologically more advanced positions.

The May-June issue of Appalachia *described the placement record of the Ashland State Vocational Technical School in Kentucky and its concern with supplying the courses and training needed for local employment opportunities. The article below shows how a South Carolina college tackles the same challenge in its very different setting, in which training and education are intricately related to the recruitment and strengthening of industries and businesses.*

In South Carolina, they are fond of saying that they have no natural resources in the state except the people. They cheerfully admit they have beauty, water and air, but that's it—no oil, no marble, no coal, no granite, no extractable resources.

In the 1980s, those assets—beauty, water and air—make the state, especially the western part, attractive for development. This is beautiful country. The hills leading into the heart of Appalachia make for interesting terrain, spangled with lakes both natural and man-made. It is a nice place to live.

There are small, nice towns in the area, some quite old, with the charm of well-preserved or restored historic structures dating back to the nation's early days. Gentry who had settled on the South Carolina coast soon discovered that summer heat and mosquitoes could best be dealt with by retreating to the hills of the western part of the state, and their summer places are today's historic landmarks.

Another factor is the labor market, with the deeply ingrained work ethic which is spoken of without embarrassment or apology by everyone you talk to—executives, workers, teacher, students.

A key element is certainly South Carolina's technical education system of 16 colleges statewide, a shining example of which is the Appalachian Tri-County Technical College.

The College and Its Mission

Located in Pendleton, Tri-County TEC, as it is usually called, serves the Appalachian counties of Anderson, Oconee and Pickens. President Don

Anne Whisman, formerly on the staff of the Appalachian Regional Commission, is now a freelance writer.

Joan Marcus

Dr. Don Garrison, president of Tri-County Technical College.

Garrison, a former football coach, came to the campus in 1971, when it consisted of three buildings, largely funded with Appalachian Regional Commission (ARC) funds. When he called a faculty/staff meeting in March of this year in the auditorium of the just completed science laboratory/classroom building, Garrison chronicled the growth of the college over the last nine years. In 1973 the bookstore/canteen was built; it is already slated for remodeling and expansion. In 1974 and 1975, 17 temporary buildings were added, adding another 6,000 needed square feet to the original 88,000.

Three fine new buildings constructed almost entirely with Appalachian funds, Cleveland, Halbert and Wilson halls, added another 56,000 square feet in 1976; in 1979, three more temporary buildings were put in place, as was the science laboratory/classroom building (two-thirds financed by ARC). The college now has over 200,000 square feet of space.

An application to ARC for half a million dollars to assist in construction of another 20,000 square feet to house the textile and welding programs is now in the works. When everything is complete, the college will have sprawled over much of the 55-acre campus in fulfillment of the first third of the school's 15-year plan of development.

Today, Tri-County TEC is a key factor in the growing economy of the area, an economy that has a 3- to 4-percent unemployment rate (which does not take into account a considerable underemployment problem) but which offers a reliable source of trained workers to industries seeking them. Interestingly, there is a growing apprehension among some established industries that new plants may encroach on the labor supply and create a shortage of trained employees for the older employers.

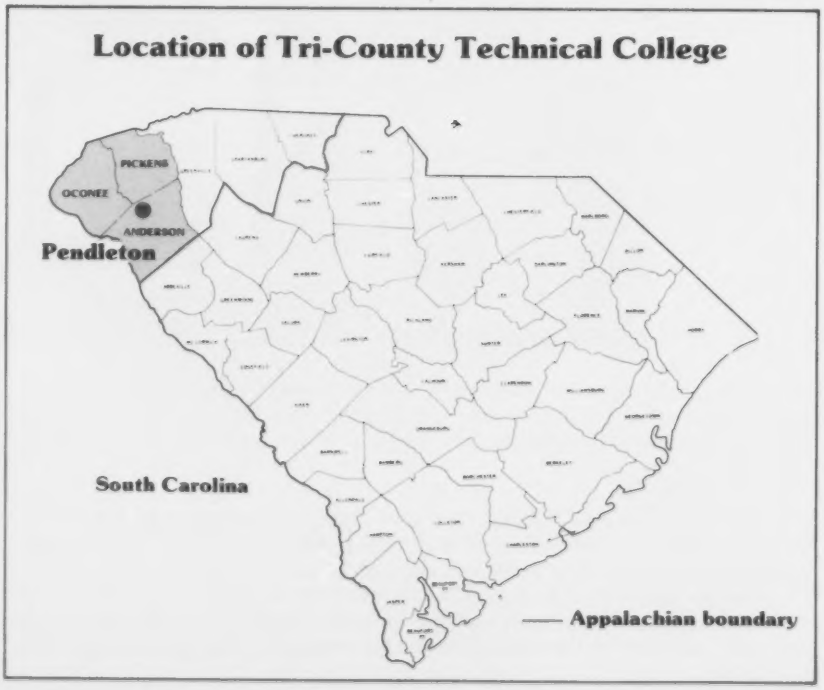
Part of Tri-County TEC's mission is to reach into the labor pool and upgrade the capabilities of residents so that when new job opportunities occur, they can be filled with appropriately trained workers. Fundamentally, Tri-County TEC is intent upon a two-pronged mission—the preparation of technically trained workers for the increasing demands of industry, and the identification of the changing skills required by industry in order to make the training programs responsive to the needs of industry.

What are these industries? Most of Tri-County's industrial neighbors are dispersed so discreetly throughout the countryside that the predominantly rural quality of the area is not rudely disturbed.

The Michelin Tire plant, a $150-million dollar investment, now expanding, is architecturally interesting by day and a glittering island of light at night.

The Oconee nuclear power plant is so carefully planned and set into its site that it is more like a park than a utility. The plant's reception center with its terrace and view is an ideal setting for large parties, and the college has in fact held receptions there.

Gardisette, manufacturer of draperies, is the kind of good neighbor anyone would like to have. When the school's temporary auditorium



(formerly the machine shop) in one of the college's older buildings was pressed into service for a formal occasion which the governor was to attend, Gardisette whipped up draperies to curtain one entire interior wall, and a carpet manufacturer in the area laid carpet over all the floor, giving a look of elegance to an otherwise austere setting.

For industries like these, the school has traditional vocational-technical courses within which, under its open door policy, it prepares workers for employment. To say that, however, just grazes the surface of the role the school plays in the state's carefully crafted industrial development program.

To begin with, the governing board of the college is composed of key local businessmen, industrialists and educators. It is this board which determines the policies, educational and fiscal, of the college and oversees its operations.

The Needs Assessment Survey

In 1978-79 a committee appointed by this board conducted a thorough needs assessment of employers in the three counties the college serves. All industries listed in the 1978 *South Carolina Industrial Directory* were invited to participate, and of these major industries 94 percent responded. In addition, 250 small businesses (those with fewer than 25 employees) also participated.

As a result of the survey, the college feels in a much better position to pinpoint the specific training needs of its area, which it listed in the summary of the survey as follows:

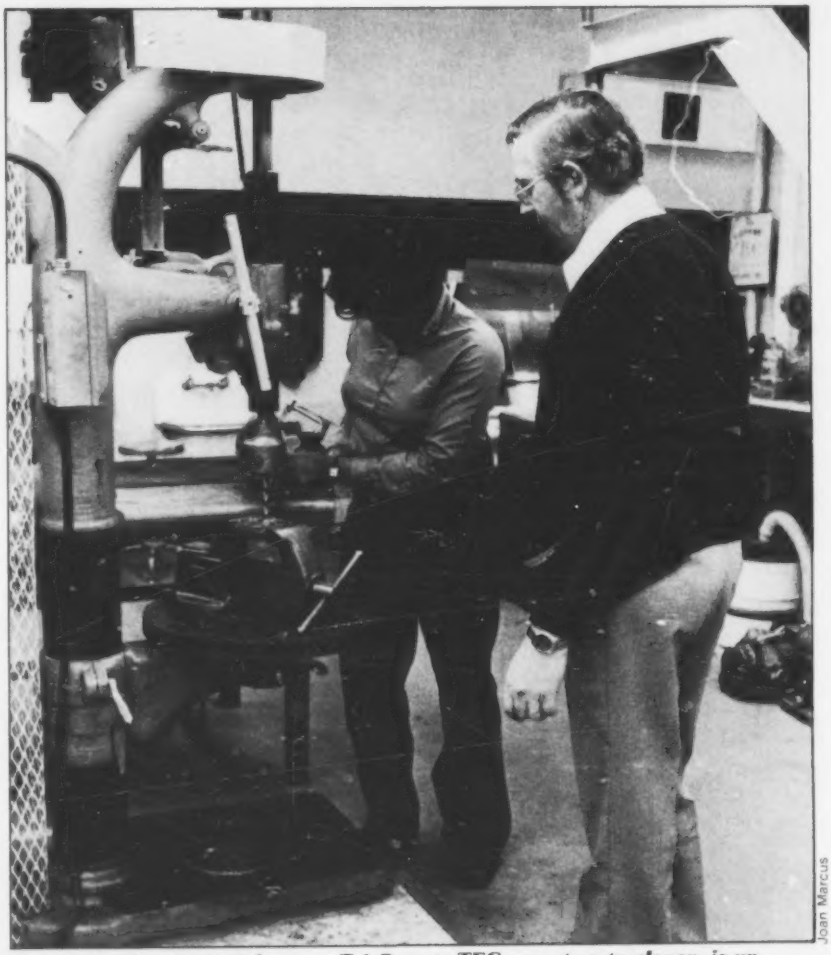
Anderson County—machinists, welders, finish carpenters, maintenance mechanics, textile workers, clerical workers

Oconee County—sewing machine operators, management trainees, service industries (restaurants, janitorial firms, etc.), carpenters, bricklayers, construction equipment operators, highly skilled clerical workers

Pickens County—machinists, sewing machine operators, welders, pipefitters, textile workers, construction carpenters, fast-food restaurant operators, managers.

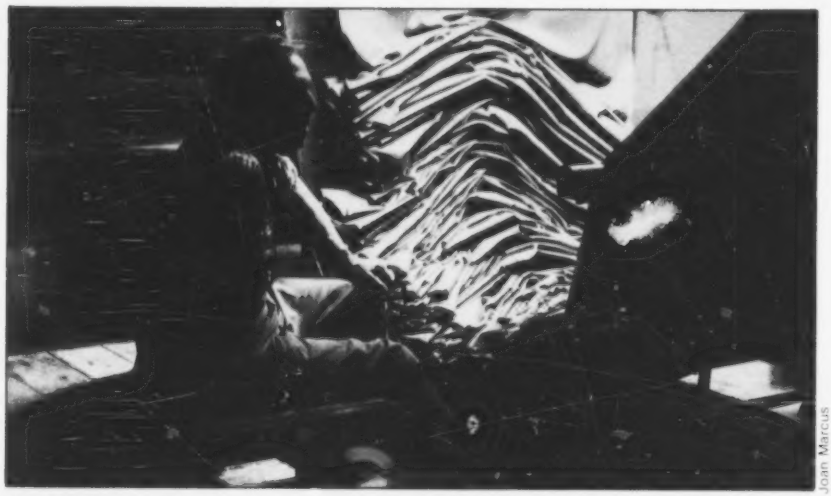
For all of the occupational categories listed on the survey, estimates are now available, from the industries and businesses currently located in the area, of how many people currently employed need more training and of how many more full-time employees will be needed for anticipated expansion over the next five years.

The survey is proving extremely useful to the college not just in determining which kinds of training it needs to offer to support the industries in the area (firms stated that they had had trouble locating trained manpower in 124 different occupational categories) but also in helping it to establish effective educational policies. For instance, the respondents strongly urged even greater use of advisory committees that include representatives of local



Joan Marcus

The ratio of women students at Tri-County TEC, now two to eleven, is up from one to eleven. The school is starting in September on a program to recruit women and minorities actively.



Joan Marcus

(ABOVE) The school feels a strong responsibility to serve the training needs of the textile industry, for so long the mainstay of the South Carolina economy. (BELOW) Tri-County TEC now has close to 14,000 students.

business and industry, supported ventures in cooperative educational training where formal instruction and on-the-job training are combined, and recommended additional emphasis on basic communications and reasoning skills for students with deficiencies in these areas.

What Tri-County Offers to Industry

If industries seem attracted to South Carolina, one reason might be that South Carolina acts as if it wants them.

Don Garrison likes to tell you what would happen to you if you were an industrialist considering establishing a plant in the Anderson-Oconee-Pickens area of Appalachian South Carolina. You would probably have arrived in the state, willing to consider

Tri-County Technical College

establishing a plant there, as a result of activities of the energetic State Development Board in Columbia. You would be introduced to all the departments of government which would affect your operation.

Early in your introduction you would be made acquainted with the "TEC system," the statewide technical education system, and, typically, you might find yourself in the office of President Garrison of Tri-County TEC. And if you were an industrialist from, say, France, or perhaps an African nation, it would certainly be gratifying to realize that the conversation leaps immediately to a discussion—not of what this possible host expects of you—but quite to the contrary, of what can be done to help you.

How much of a work force will you need? What technical skills are required in your industry? What special equipment will be used which will require specialized training?

"We will do three things for you," Dr. Garrison would say.

He would explain how they propose to recruit and train a work force to be available by the time your new plant is ready to open, with the avowed objective of enabling you to start up operations and achieve a productive level far ahead of the normal start-up time for an unassisted new business. The college sees waiting to recruit and train employees after a plant is constructed as wasteful and unnecessary, and it proposes to assume that responsibility.

Once an industry has decided to settle in the Tri-County area, an industrial consultant based at the college starts working with management to determine just what the manpower and training needs are. A proposal for recruiting, selecting and training employees is prepared for your approval. A timetable is prepared with target dates so that when you are ready to start operation, your staff is ready to move in, ready for actual on-site production.

Qualified instructors, either from the school itself, private industry or the new company, are hired to carry out the training of the successful applicants, who are recruited, tested and selected by the South Carolina Employment Security Commission. Applicants are offered training on their own time, without pay. Training is arranged in the most appropriate setting—either on the TEC campus, or at a community facility.

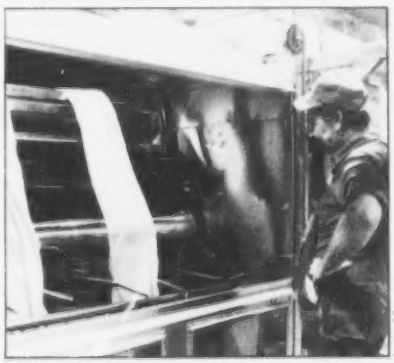
Once the plant is in place and its employees are on the job, it is not abandoned. Industrial consultants stay in touch to help design additional training programs if needed, to place graduate technicians to meet new needs, and to smooth over the start-up time in order to prevent unnecessary employee turnover.

Finally, the college will assist the plant with continuing education programs—programs to help employees and managers advance in their chosen careers.

Dr. Garrison believes that the system South Carolina follows, up to

Joan Marcus

(ABOVE) There is a heavy demand for graduates of the secretarial science program. The department recently offered a seminar, "Women in the World of Work," open to local women employed in office work. (BELOW) Technology produces more jobs in the textile industry than it eliminates, since more highly skilled workers are needed to manage the new technology.



Joan Marcus

(BELOW) Animal health technology, the only program in the state offering training for veterinary assistants, is accredited by the American Veterinary Medicine Association.

Joan Marcus

and including the technical school system, would work in the so-called Third World, to assist those nations to industrialize.

The Students

Tri-County TEC has close to 14,000 students today, with nearly half enrolled in occupational advancement courses and something under a quarter enrolled in degree or diploma courses. The college runs day and evening courses. About 80-85 percent of the day students work a full shift as well as attend school, and so do about 75 percent of the night-time students. The majority of the day students range in age from 20 to 23. Students commute to school from all over the three counties, some traveling more than 50 miles each way, although the average trip is probably closer to 30 miles each way.

Of the May 1979 graduates from degree or diploma programs—and these constituted most of the graduates seeking employment—most were quickly placed in jobs, over half of them in a field related to their training, as the graph below indicates. The school has two graduations a year, in May and August.

New Programs

In November of last year, Tri-County TEC, in company with the other 15 technical colleges in the state, took a courageous step and invited its constituency—industrial, business and community leaders from the state—to take a hard look at the technical education program in an exercise they call "Design for the Eighties."

The participation was brisk, and comments were tough and straightforward, even though sometimes recommendations were offered for activities or attitudes the school either has no jurisdiction over, or feels it already has under way. Instead of weaseling, Garrison says, "If they don't know what we're doing, that's our fault," and beefs up his already formidable communications efforts. The college is now moving to incorporate the proposed improvements wherever possible without new funding.

Joan Marcus

Wanda McCray, learning to be a precision pipe welder, says her main problem was learning how to lift heavy pipe.

Two of the most significant new programs are a concentrated drive to develop apprenticeship programs and efforts to establish cooperative training programs at industry locations to offset the astronomical costs of duplicating highly technical equipment on campus.

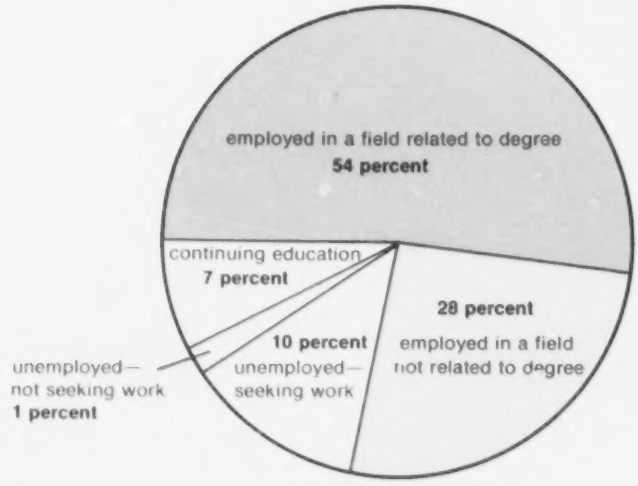
The rapid growth of technology and the highly skilled employees needed by the six new industries locating in the area this fiscal year, plus the 13 expansions proposed, will add an estimated 3,192 new jobs, most of which will require technical skills new to the area.

Practical considerations make it unrealistic for the college to try to create work situations on-campus to train employees. The cost of the new technology alone is prohibitive, and the constant modifications that industry requires to stay competitive would doom training situations to almost instant obsolescence.

An example is the nearby Oconee nuclear power plant, which in the past has worked closely with the college in training programs for its employees, but has found that in some critical areas, actual on-site training is required, and is building its own mock-up right on its grounds for simulator

1979 Spring Graduates

(survey conducted in June of May graduates)



Total Graduates: 272
(not including GED or August graduates)

training. Garrison is hopeful that his industrial consultants will be able to work out ways to assist the plant with revised concepts of assistance, such as sending faculty to the plant rather than bringing trainees to the campus.

The strength of technical colleges lies in their ability to adapt to the needs of their community. The last issue of *Appalachia* described the welding department of Ashland State in Kentucky, where there is every indication that the market will absorb as many welders as the school is able to train. Ashland State's electronics graduates, on the other hand, are advised they will probably have to relocate to find employment, while at Tri-County the school reports that electronics graduates are in great demand.

There is continuing pressure on the school to broaden the educational opportunities offered its students. An emphasis on educating "the whole person" was third in the list of recommendations growing out of the "Design for the Eighties" workshop.

Tri-County TEC is located in an education-oriented area, near Clemson University. Actually, Clemson donated the land the college started out on and occupies today. The relationship between the two schools is evidently warm and positive. Where one campus has a special strength, the other leans upon it, and often joint decisions are reached. Example: Clemson has elected to terminate its associate degree nursing program, which both schools agree might more appropriately be based in a two-year college. Tri-County TEC is now working diligently to gain support for having a nursing program approved for its campus, in cooperation with local hospitals and nursing homes.

Some ties are as direct as that members of the two faculties and staffs are married to each other. More formally, an articulation agreement exists between the two schools, as well as with other colleges, including Limestone, the University of South

Joan Marcus

Dr. Kent Sharples, Tri-County TEC's vice president for academic affairs.

Carolina, USC at Spartanburg, Benedict, Lander and Central Wesleyan colleges; under the agreement nontechnical courses at Tri-County parallel the four-year courses at these schools, and students may transfer to four-year institutions with full credit for their studies at Tri-County.

Don Garrison believes people can learn if they want to, and he is determined that his school will help those who want to learn. The open door policy at Tri-County may bring some idlers, but Garrison says, "By and large people come here because they want to learn."

The school uses a nonpunitive grading system which faculty and staff find difficult to administer. In fact, says Garrison, they have come close to "throwing in the towel." The school's vice president for academic affairs, Dr. Kent Sharples, is now grappling with developing a competency-based grading system which he believes will be more realistic for the students and helpful to employers.

President Garrison says, "In liberal arts education, it can take 25 years to find competency. In vocational education, it sometimes takes only two or three days." He is convinced that in order to maintain credibility with industry, vocational education must find a better way to signal competency to potential employers, whose needs may be very specific. At present this method is being studied for use in masonry, engineering, graphics and welding.

"We must communicate the range we are able to teach, and we must communicate the varying abilities of specific people. Institutions have limitations of time and finances . . . We have to be a lot of things to all people. Our responsibility is to tell potential employers what our graduates are capable of doing."

Training Employed Workers

A related area in which Tri-County feels a strong commitment is training for front-line supervisors. In the textile industries or in metal working, for example, persons may be promoted from within to supervisory positions without having completed high school. The pressures exercised by this advancement can be hard on both supervisor and supervised, and may contribute to high turnover, which is expensive for industry.

Specially designed courses are offered by three full-time instructors who work full time in plants as they are needed.

Garrison feels that in order to fulfill its mission an institution must be flexible. He also believes that the technical college, although it may work parallel to the university system, "must be a different breed of cat," and must resist falling into the trap of trying to be a two-year institution dedicated to preparing its students to move on to a four-year institution. "That's all right if that's what is needed," says Garrison, but he believes the student for whom the technical college is intended has different needs.

"If a college becomes preoccupied with transfers to a four-year college," Garrison sums up, "it fails in its mission of technical education, which is targeted to jobs."

One of the college's immediate concerns is to assist the textile

industry, for so long the mainstay of the state's economy, to meet the growing pressures of the textile market place in which competition is critically related to the element of productivity in a world where some countries have labor available at ten cents per hour.

The only answer for American manufacturers is increased productivity through technology, and Garrison feels the technical college has an obligation to assist the textile industry to deal with these pressures in whatever ways are possible.

Dan River, for example, has six plants. Their management has identified 23 people they wish to have presupervisory training. Those people now are sent to Tri-County campus two days a week on full salary, with tuition and transportation paid for the three quarters of the course. Each will earn credits to be applied to the textile technical program if they elect to attend further classes. Those 23 incidentally have already received substantial salary increases and will get two more. Dan River is also participating in a similar program in electronics maintenance training.

Another firm is Milliken, which has every one of its 400 water jet looms (cost: $30,000 each) wired into a computer. Productivity, which had run at 87 percent, went up to 94 percent.

When the new textile building, now in the works, is complete, Garrison hopes to have a water-jet loom as a donation from a firm which sells them to industry. He believes the company will find it advantageous to have hands-on training provided to workers before they find themselves in actual work situations with sophisticated and expensive equipment.

With added federal restrictions placed on plants by agencies such as the Occupational Safety and Health Administration (OSHA), some plants are simply closing rather than attempting the expensive retooling and adjustments necessary to enable fewer workers to produce more.

In spite of this trend, unemployment in South Carolina remains low, and it may be demonstrated, Garrison says, that technology produces more jobs than it eliminates. More highly skilled workers are needed, however, to manage this higher technology, and thus the role of the technical college becomes more crucial to a sound economic base.

The technological race is a real one, Garrison feels, and unless South Carolina is able to keep up in the struggle to increase productivity through technology, it will lose its competitive advantage.

It was to meet this problem head-on that the "Design for the Eighties" program was implemented, and Governor Riley signaled his belief in its importance by appropriating a million dollars to help implement it. Three-quarters of that sum has been earmarked for the purchase of 18-wheel vans to house special mobile laboratories for one-of-a-kind equipment. The 16-school system will use the vans to take the classroom to the trainees.

ARC's Contributions

Dr. Garrison calls ARC "a godsend for this area." In addition to being responsible for the funding of much of the construction of Tri-County TEC (ARC has contributed $3.1 million of the $4.6 million invested in the school), ARC has had a hand in bringing to the area many of the basics that attract industry: highways, water and sewer systems, and recreational opportunities.

The college has forwarded many an application for operating projects—generally setting up new courses, or training staff to add new elements to courses—to ARC through the area's local development district, the South Carolina Appalachian Council of Governments. Among the recent projects which have received funding is a faculty and staff development project over which Tri-County's Joel Chastain is riding herd.

In March of this year Dr. Garrison made his annual appearance at the Pickens Rotary Club to describe to many of the county's leading businessmen what was going on at Tri-County TEC. The program laid at everyone's place at the luncheon table commented on the significance of the day's speaker in words that show how local business and industry regard the school: "TEC plays a significant part in the industrial growth of the area and can rightfully claim much credit for the progress of the Pickens, Oconee and Anderson areas." ■

In fourteen stalls, day and night classes in the auto body repair department tackle projects from body scratches to rebuilding a total loss.

Joan Marcus

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State Development Plans and Investment Programs Available

"Abstracts: State Appalachian Development Plans and Investment Programs for Fiscal Year 1980," which covers all 13 Appalachian States, is now available.

The report summarizes for each state significant socioeconomic data, development trends, plan objectives, needs, priorities and investment programs. The report identifies the major 1980 development goals of each state and the strategy the state proposes to follow to attain them, in the areas of community development and housing, health, education, child development, enterprise development, research and demonstration, and energy and natural resources.

A summary of the investment program is given for each state; it lists the numbers of projects proposed, the percentage of funding allotted to each major program area, and a complete list of projects proposed for funding for fiscal year 1980.

This publication is available without charge from
Communications Division
Appalachian Regional Commission
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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF JUNE 1, 1980

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed	1,544.5	637.3
Under Construction	246.0	64.0
Engineering and Right-of-Way in Progress	556.2	100.4

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	13	$ 13.9
Operating Health Projects	739	203.2
Health Construction Projects	214	86.9
Child Development	423	151.4
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.4
MINE AREA RECLAMATION PROJECTS	96	$ 53.2

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	436	$103.1
Higher Education Facilities	244	61.4
Vocational Education Facilities	1,079	351.5
Libraries	149	17.5
Water Pollution Control	948	231.6
Airports	148	17.4
NDEA Grants to School Systems	75	7.2
Other	306	64.8
HOUSING PROGRAM		
Project Planning (Loans)	101	$ 3.9
Site and Off-Site Development	118	6.7
State Technical Assistance	108	6.2
State Housing Agencies	34	20.8
Other	19	3.4

Appalachia

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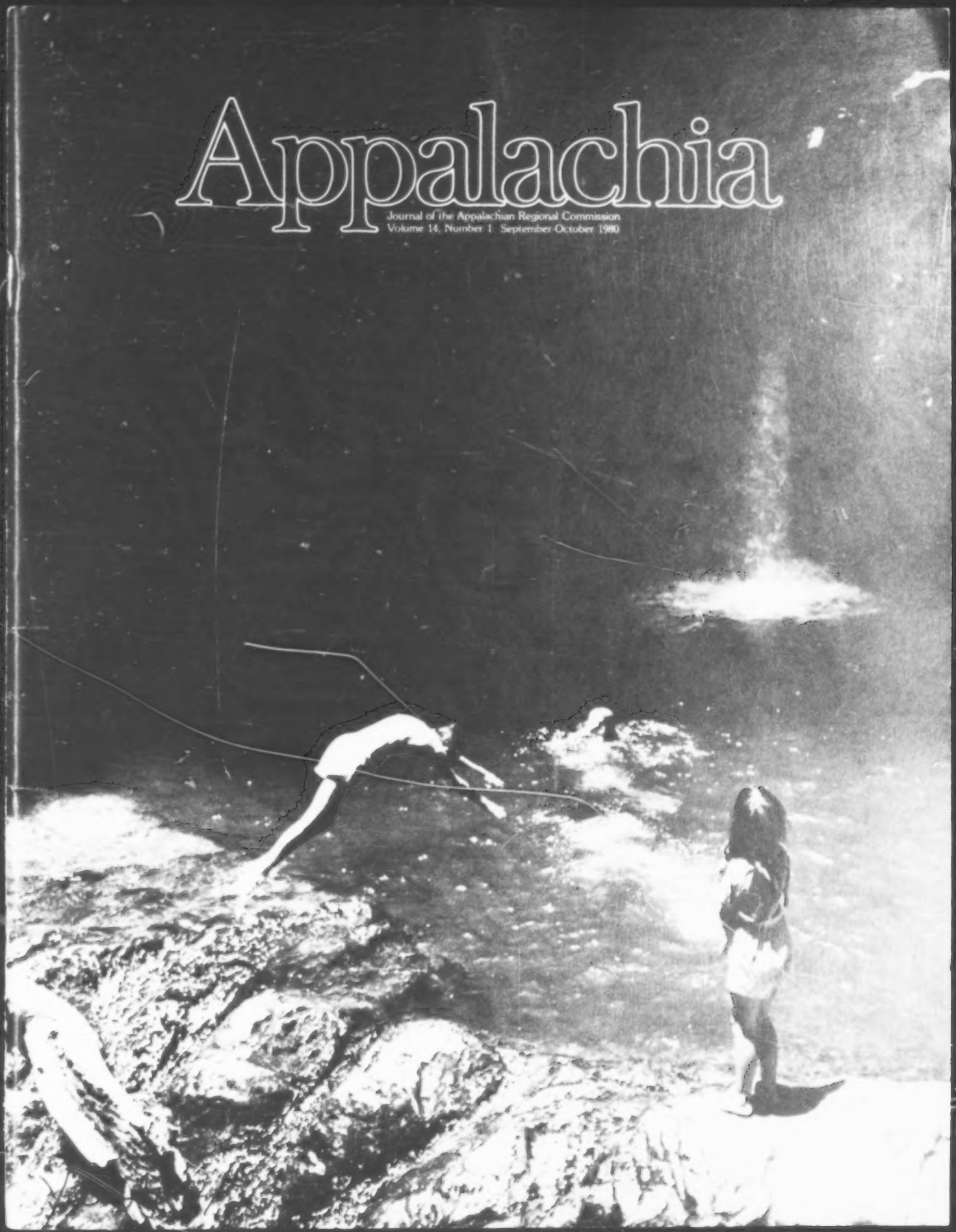
Volume 14, Number 1 September-October 1980



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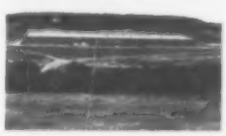

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A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS OF REGIONAL DEVELOPMENT

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This Month's Cover

A swim on a hot July day is part of the joy of an Appalachian family reunion. See story on page 10.

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A Friend to the Handicapped

By Anne Newman

As a child growing up on the rich, dark, flat farmlands of northern Mississippi, Bernie McCoy never expected to marry. At age 15, locked head to toe in a brace controlling the involuntary movements of her muscles, a normal future seemed out of the question. "I thought marriage would always be out of my life," she remembers.

In 1959, two years after she had two successful brain operations, Bernie began physical and occupational therapy in the basement of a Tupelo nurses' home. The service was new and the small staff only part-time and volunteer. But the citizens supporting the rehabilitation service had ambitious dreams, dreams which included the 17-year-old Bernie.

Now, 21 years after her first therapy sessions, Mrs. Bernie Conrad spends most of her time "keeping my house and husband straight," she explains with a wink. Married 13 years to a "well person" she courted on her CB radio, she does her housework and laundry while in her wheelchair, leaving only the cooking and vacuum cleaning for her husband.

The Center Today

Once a week Bernie returns to her therapy sessions, now housed in a $1.2-million facility known as the Regional Rehabilitation Center, Inc. The part-time staff has grown to include 34 full-time therapists, aides, clerical workers and administrators.

Jessie S. Blackburn

Mrs. Bernie Conrad first came to the Regional Rehabilitation Center 21 years ago, when it was a fledgling service in the basement of a nurses' home and she was a teenager with few hopes for a normal future.

The basement was abandoned long ago in favor of a now-61,000-square-foot building that houses rooms full of furniture and appliances, sophisticated therapy equipment, assembly-line machinery, a 20-bed dormitory, whirlpool baths and even a small swimming pool.

Anne Newman has just joined the staff of the Appalachian Regional Commission as editor of the ARC newsletter, *Appalachian Reporter*.

(LEFT) Tupelo's $1.2-million Regional Rehabilitation Center offers eleven separate programs.

(RIGHT) John A. Rasberry, known as "Red Rasberry" in Tupelo, is also known in the area as a friend to the handicapped.

(RIGHT) Parents entertain their children in the center's waiting room.

Bernie and the center have grown together, under the caring and tireless guidance of John A. Rasberry. A former Lee County chancery clerk, Rasberry is known in Tupelo as "Red"—Red Rasberry. His is a name not likely forgotten, and in Tupelo it is practically synonomous with the Regional Rehabilitation Center. But Red, executive director of the center, is the first to disclaim any personal responsibility for the program's success.

"What you are going to see," he explains before a tour of the building, "is not because of Red Rasberry or one or two other people; it's a consolidated effort of people in this community toward helping their fellow man." Pausing to lean forward a moment, pointing to his audience in near-evangelical zeal, he continues: "We have two main goals: to try our best to get these people from age 2 to 92 to achieve their place in society and to get them to where they can bring home a paycheck."

To "get them to where they can bring home a paycheck," the center has a complete array of outreach and treatment services, a cooperative program with local leaders to place clients when they are ready for jobs in the area economy and sheltered workshops for those not quite ready to earn their way in the general economy.

The wide, clean, tiled hallways of the Regional Rehabilitation Center are lined like racing stripes with waist-high support rails. Connecting a maze of interlocking, specially equipped rooms and soundproof cubicles, the hallways crisscross through a compact model of modern homes and workplaces tailored especially for the handicapped.

A Crystal Gayle tune blends softly with the sound of humming machinery in the center workshop, as half a dozen blind persons assemble and

All photos in this story by Jessie S. Blackburn.

The center is across the street from the North Mississippi Medical Center, so that sophisticated medical help is readily available.

package with precision and speed desk pen-and-pad sets for the General Services Administration ordered through National Industries for the Blind. On the other side of the building, physical therapy patients exercise to a disco beat pounding softly from an overhead speaker tuned into a local radio station. The sound of splashing water echoes in a small room nearby as a Tupelo furniture company executive swims in place, exercising to prevent his disease, spindolitis, from crippling his lifestyle. Around another hallway turn, a multiply handicapped preschooler giggles as a therapist relaxes her muscles in the marshmallow comfort of a bean bag chair.

The Financial Underpinning

Red is quick to say that the center could not be what it now is without the help of a large number of federal, state and local organizations and officials, including the Appalachian Regional Commission (ARC), the Mississippi state government in Jackson, the Three Rivers Planning and Development District, the Lee County board of supervisors, the mayor and board of aldermen of the city of Tupelo, United Funds, civic and CB clubs, Community Action programs such as LIFT and MAP, and churches and Sunday school classes. In addition, hundreds of businesses and individuals have contributed time, effort and money.

ARC's help has amounted since 1971 to more than $119,000 in matching grants to help the center leverage much larger sums from other sources for construction and equipment purchases.

But now the center is less dependent on federal and state funds; this year, only $13,640 in ARC funds is being used to purchase equipment for which no other funding is available.

A promotional brochure describing the center's twelve programs explains its success in building local support: "The growth of the center is directly related to the intense support and dedication of eleven counties in this area . . . offering the best of modern services to approximately several thousand handicapped children and adults annually."

Signs above assembly lines in the center workshop state the program's underlying principles more simply. They read: "Without You This Center Would Not Be Here. Local Services—Local People—Local Dollars."

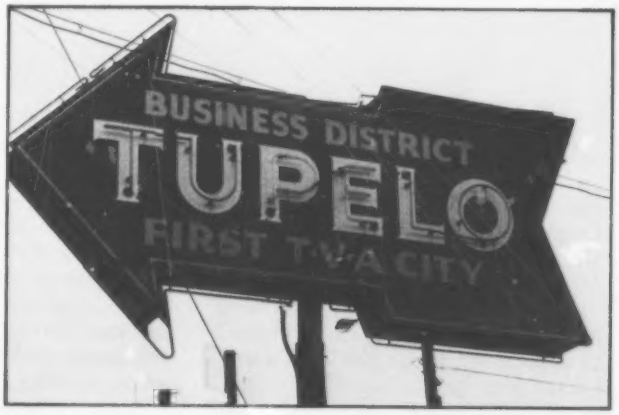
Almost two-thirds of the center's $285,379 budget for 1978-79 consisted of revenues from local, county and regional sources, both private and public. A Tupelo-based radiothon, a fund-raising tradition since the center's inception, raised $43,676 last year.

"We've been going to people for 23 years through the radio, newspapers and TV, and they haven't let us down," said Red. "But let me tell you

Tupelo has its own unique tourist attraction, the birthplace of the "king" of rock and roll, Elvis Presley.

something," he added, again leaning forward in his enthusiasm. "There are two things about this program: we're not going to ask you for money if we don't need it. And we're going to be reasonable with what we need." Local contributors seem to follow those principles. "If we ask for $36,000 on the radiothon, when we get to that point, the phones stop ringing," he said.

The first radiothon in 1957 raised $4,000 for what was little more than a pediatrician's dream. The late Dr. Luther L. McDougal, Jr., had discovered in his practice in northern



Tupelo's business leaders are proud of the city's progressive growth, much of which began when the Tennessee Valley Authority first switched on electrical power to the city.

Mississippi that handicapped children throughout the area were hopelessly confined to their homes and front porches, with few promises of productive futures.

Encouraged by Dr. McDougal, a cross section of Tupelo-area citizens—including parents and relatives of handicapped children, professionals and public officials—met and resolved to follow the doctor's suggestions. The group first contacted key people in ten neighboring counties, people who, according to Red, "we knew were interested in a better way of life for handicapped people." The group then organized a board of directors and chartered itself as a private, nonprofit corporation; the members voted unanimously to locate a rehabilitation center in Tupelo, near the city's regional hospital and specialized medical services.

Key to the organization's early success was one significant decision. The board voted not to charge any clients for its services. "We didn't want people to say, 'I can't go down there and get help because I don't have any money,' " said Red.

But a greater, less tangible barrier remained for the charter members—that peculiar mixture of pride and shame that sometimes prevents relatives of the handicapped from seeking help. Red calls the problem "sheltering."

"Parents told us, 'We brought this child into the world, we'll keep him in our home,' " he said. But the organizers found their clients by scouring the area knocking on doors, an outreach service now provided by a social service worker hired by the center.

With their first clients identified, the group held its first radiothon, hired a part-time speech therapist and began operating in the nursery of a church under the auspices of the United Cerebral Palsy Association. When a local doctor donated land within sight of the regional hospital, Dr. McDougal's dream began to crystallize into building plans.

Expansion by Degrees

The small corporation knew what it wanted. "At the very outset, we wanted to get as many services as professional people said were needed in one central location," said Red. That included the gamut of rehabilitative services, from initial screening tests through therapy to vocational rehabilitation and sheltered

workshops. By 1959, they were already offering physical and occupational therapy, audiology and speech therapy and had moved into the basement of the nurses' home at the North Mississippi Regional Hospital.

In 1961, Red accompanied the president of the Lee County board of supervisors, the mayor of Tupelo and the administrator of the North Mississippi Medical Center to the state capital to search for funds to support a $325,000 building plan. They found it—$214,000 available through Hill-Burton funds (federal funds formerly allocated for hospital and clinic construction) unused in the state. But the two-to-one matching grant was contingent on local support.

(ABOVE) Mrs. Raymond Creely enjoys a whirlpool bath to soothe her arthritis as a physical therapist passes the time with her.

The delegation returned to Lee County, and in 13 months community leaders raised $107,000, the amount required to match the grant. One year after the fund-raising effort ended, clients and local staff members moved into a 16,000-square-foot building across the street from the hospital.

That was in January 1964. Three years later, Bernie underwent another brain operation in hopes of relieving tension on her left side caused by muscular dystonia, a disease similar to muscular dystrophy. She remembers the operation. "That's when I lost my speech," she explains now, speaking with some difficulty. "Now my speech is back until I get tired or upset. Then my speech is very labored," she explains carefully.

The center has added 45,000 additional square feet to the original building and embraces the services and staff members of the Lee County and Tupelo school systems, Mississippi Vocational Rehabilitation for the Blind, the Vocational Education Department and the Mississippi Division of Vocational Rehabilitation, divisions of the state Department of Education. For example, two elementary school teachers and one teacher from Itawamba Junior College teach full time at the center, while their salaries are paid by their respective institutions—as are the salaries of other educational and medical professionals who work at the center.

Bernie has received most of the center's services and returned her own. She worked at the center eight years as a receptionist before undertaking full-time homemaking.

Housed entirely under one roof, the center's programs include eleven separate services and a twelfth, a gas station operated by clients, located in downtown Tupelo. From August 31, 1978, until July 31, 1979, the center treated 13,513 clients from a total of 31 northern Mississippi counties. Those people received a total of 50,434 services from the Regional Rehabilitation Center, Inc.

It is possible for a multiply handicapped child born in northern Mississippi to receive most if not all the therapeutic services he or she may need from birth at the regional center. The center's services are: vision and hearing screening; classroom teaching for severely and multiply handicapped children; physical therapy; occupational therapy; speech pathology; audiology; social services; vocational rehabilitation; vocational rehabilitation for the blind; training at the work opportunity resource center (primarily for the mentally retarded); adult basic education; driver education and work training at a service and gas station.

Adult basic education is another integral part of the center's program. Staff members from Itawamba Junion College help clients learn basic education skills while they also gain work skills.

Fun can be as much a part of children's physical therapy as work. The center's professional staff helps Jeremy Lesley (ABOVE) and multiply handicapped Kim King (RIGHT).

Jeremy helps Kim enjoy her lessons in motor coordination.

Services for Children . . .

Mr. and Mrs. Johnny Wayne Lesley bring their five-year-old son Jeremy 60 miles to the center once a week from their home in Fulton. Jeremy suffered brain damage at birth, and now has cerebral palsy and is mildly retarded.

"Our pediatrician told us Jeremy would be slow," Mrs. Lesley told a visitor. "We knew that, but we knew something else was wrong. They didn't tell us about brain damage." The Lesleys sought counsel from another doctor. "He made no bones about it," recalled Mrs. Lesley. "It hurt, because nobody wants to admit it. But it gets better if you accept it."

Like many parents who accompany their children to the center, Mrs. Lesley stays with Jeremy during his therapy sessions. As she watches, occupational therapist Maurine Williams teaches him self-care skills (such as how to button his clothes), fine motor coordination and recognition of shapes and forms. Jeremy has made visible progress, according to both his mother and teacher. He is now about a year behind other children his age in development and will be enrolled in a preschool this fall.

Five-year-old Kim King is a television personality. Multiply handicapped, she has learned to smile for cameras and television crews as the media captures the finely specialized skills used in rehabilitation therapy. Kim comes to Mrs. Williams each morning from a speech pathology class, where two therapists hold her in their arms and work on relaxing her muscles while helping her articulate.

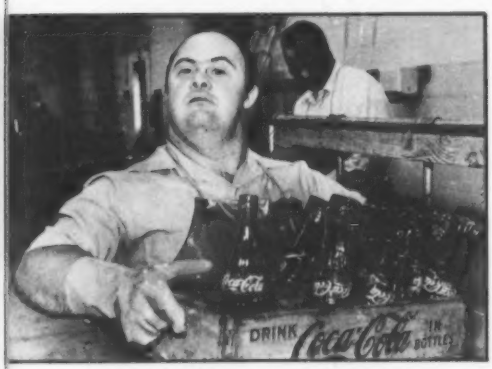
Mrs. Williams is trying to improve Kim's use of her right hand. By pressing on the child's small tendons, the therapist said she is trying to inhibit Kim's overactive tendons. "She's better now; she pulls back. She used to cry and scream."

Mrs. Williams and her aide are also trying to teach Kim how to use both arms and hands reciprocally by teaching her to belly crawl. And they are encouraging her to reach out with her weaker hand. "She wants to ignore it, sure," said Mrs. Williams, "because she's got a better hand."

. . . For the Mentally Retarded . . .

In the spacious, warehouse-type room housing the Work Opportunity Resource Center, James Mitchell helps 40 of his clients stuff 500,000

screws into tiny plastic bags. The packages will be picked up by a local screw company and eventually make their way into retail stores, packaged as extra screws with mop handles. If the local company likes his clients' work, then they may sign a permanent contract. Most of James Mitchell's clients are mentally retarded.



Randy delivers a crate of clean bottles to the loading area as part of his employment in the center's Work Opportunity Resource Center.

Run by the North Mississippi Retardation Center, the WORC program uses the Regional Rehabilitation Center's facilities and shares some of its services. Without the center, some of Mitchell's clients could be still living in a state institution, he said.

Sixteen of the workers live in a group home in Tupelo as part of a community satellite program designed to deinstitutionalize state mental retardation patients. Five days a week, they arrive at the center at 7 a.m., punch a time clock and begin work on a small assembly line cleaning bottles, work contracted with local soft-drink bottling plants. They earn a minimum wage plus small fees for production. Like the center's other vocational rehab clients, they eat breakfast and lunch at the center cafeteria. At 3:30 p.m., they clock out and return to their group home.

The rehab work and group living have helped not only Mitchell's mentally retarded clients but have also increased the community's awareness of and decreased its fears about the mentally retarded. "Now that people in the community have learned who they are, they're not afraid of them," said Mitchell.

James (left) and Randy are sometimes chief bottle-washers for the center's contracted work for a local Coca Cola bottling company.

. . . And the Blind

Within earshot of the WORC program, placement counselor Bill Spigner tells a legally blind woman about the center's Rehabilitation Services for the Blind. The two listen as a dozen blind persons work with factorylike speed, preparing to enter the work force. While one group assembles desk pen-and-pad sets, another packages plastic spoons. Only the white canes propped against their work tables give any hint of their handicap.

Spigner relaxes, leaning on his own cane, and explains how he became a placement counselor after losing his eyesight twelve years ago in a hunting accident.

Former athletic director and Coach of the Year at nearby Itawamba Junior College before his accident, Spigner waged a determined campaign to convince local leaders and industrialists to employ the blind. "I did everything I could to get attention," he said, including jumping into an open manhole to illustrate the everyday problems that face the handicapped. ("There was no water in it," he reassured a listener. "I scouted it out first.")

Training for the blind was not available near Tupelo when Spigner lost his sight. He moved to Arkansas, where he attended a rehabilitation program, and vowed to return and help establish a similar program in Tupelo. "I had real motivation," he said. "In one afternoon, I lost my vision, and my career. Later, I lost my family and seven-year-old daughter." Fifty percent of all handicapped men lose their spouses after they become handicapped, he said.

Spigner returned to Lee County, got a job at the center and spent his afternoons and evenings making speeches to civic clubs, businesses

(LEFT) A woman with a visual handicap takes a coordination and speed test in the center's evaluation and testing area.

(RIGHT) Bill Spigner, placement counselor for the Mississippi Rehabilitation Services for the Blind, catches up with Larry Otis, Mississippi state alternate to the Appalachian Regional Commission.

(RIGHT) Desk pen-and-pad sets destined for the General Services Administration are assembled with precision and speed by blind clients.

and leaders. "It was my dream to come here and wake up people," said the well-dressed man. "There are 3,000 visually handicapped people in this area."

His plan worked. At the end of six months, he had helped place blind people in employment at the hospital. A garment industry hired 46 blind persons. One woman he placed is now making $5.50 an hour; a 19-year-old boy is bringing home $5.92 an hour. "I shot straight, and they gave us the opportunity," Spigner said. "If it's exciting to a company, they'll make it work."

Sandy Carter is technically called a multifunction instructor. As many of the center's employees do, she tests clients and evaluates how much and what type of training they need to become self-reliant in their own homes and to become productive workers.

Using stove bolts, wing nuts, washers and a metal-strip assembly, she tests her blind clients for finger dexterity, coordination, speed and employment interests, to name a few testing categories. Even to a sighted person, the tests appear difficult: nuts barely varying in degrees of size must fit perfectly onto matching screws.

One woman works quickly piecing together telephone push-button assemblies donated to the center by a multinational communications company. If the woman enjoys the work and passes all placement tests, she may get a job with the company. Twelve totally blind persons who trained at the rehab center now work at a nearby communications plant.

Model Rooms for Training

Next door to the evaluation room, Belinda Smith teaches home living skills in an area that includes a completely furnished kitchen, dining room, living room, bedroom, bathroom and closet. Like many of the rehab center's clients, some of Ms. Smith's patients are multiply handicapped. The area is equipped with two kitchens, one specially built for wheelchair clients. Copies of *Popular Mechanics*, translated into Braille, lie on top of a kitchen counter.

Ms. Smith's classroom is empty. She and her students have gone to town on a shopping expedition to buy sewing materials. Not only do her

Bernie, who never expected to marry and run a household, learned basic homemaking skills in the center's specially equipped kitchen.

clients learn sewing, cooking, bed making and laundry tasks, but they also learn how to cope with shopping alone. "One of the first things we do is teach them mobility," said Red. "They have to learn how to travel."

A one-story, 20-bed dormitory is adjacent to the Rehabilitation Services for the Blind. Each of the ten rooms has two twin beds, two dressers and shares a bathroom with another room. Clients who live too far away from the center to commute may live in the dorm until they receive the testing, evaluation or training they need.

Therapy: An Ever Widening Circle

Despite the center's impressive services and facilities, its needs are constantly growing, according to Red. Asked if his staff has identified all the handicapped persons in the center's ten-county catchment area who need help, he responded with a typical Red Rasberry reply: "Yeah, boy."

But despite the center's outreach services, new clients are still coming in, as they become handicapped or as their parents and relatives realize the service is available. Residents sometimes remain unaware of the center until they have a particular need for it as they become personally involved with the difficulties of handicapped living, he explained.

At nearby Itawamba Junior College, Dr. David Rather directs a vocational rehabilitation program for 120 educable mentally retarded students, most of whom also receive services at the center. In special classrooms, teenagers from ages 14 to 18 learn home-living skills, child care skills and grocery shopping in a miniature supermarket located at the school. The program also includes horticulture classes housed in a large greenhouse. Students receive video instruction from television networks hooking into the educational television stations and the Appalachian Community Services Network.

If a student graduates from the program and is not able to join the labor force, then the rehab center continues follow-up services and makes sure the client remains in therapy or at the sheltered workshop.

"We don't want to lose 'em," said Red. "What we've done is all for naught if they get out, go back home and sit on their front porch."

Yeah, boy.

Glimpses of an Appalachian Summer

Fiddlers' Meet in North Carolina

By Mercy Hardie Coogan

Thick fog bearhugs the mountains around Clyde on most summer mornings. Not until nine o'clock or so does the sun send it packing, though a kind of smoky-blue haze seems to be the mountains' constant companion, day in and day out. The Blue Ridge and Smokies derive their names from this perpetual shroud.

It is just about noon in Clyde. Practically all the morning mist has retreated for the day, and the air in and around the elementary school football field is cool and bright—perfect weather for the Haywood County Mountain Magic Fiddlers' Convention in session there. The fiddlers' competition is one of dozens of events sponsored by the county to celebrate the many expressions of the area's culture. The weekend-long festival includes a banjo-pickin' contest, several craft exhibits and a variety of dramatic and musical performances at locations all over the county. The fiddlers' meet is one of the celebration's crowning events. It draws local talent as well as fiddle-lovers from outside the state.

Mercy Coogan is on the staff of *Appalachia*.

(RIGHT) The week-long festival featured crafts exhibits like this one in Waynesville.

(BELOW) Fog bearhugs the mountains on most summer mornings.

Kenneth Murray

Lorriner MacBryde

The evening before the fiddlin' began, in the parking lot across from Mack Donald's country store in downtown Clyde, the scene was that of an old-fashioned street dance with live country music. Clouds of cotton candy and bright red candied apples lent their special scents and colors to the evening. The Foggy Mountain Cloggers from Georgia performed and later invited the spectators to join them in a dance or two. Clogging and its first cousin, square dancing, are favorite forms of entertainment in western North Carolina. And that evening on the street in Clyde, nearly everyone knew the basic clogging routines, while more than a few easily managed the fancy high-stepping style typical of the more intricate dances.

Another event held prior to the fiddlers' convention was the Mountain Magic Old-Time and Bluegrass Banjo Rally in Canton. This musical happening attracted "pickers and grinners" from as far away as Nashville, Tennessee, and as close as Horseshoe, North Carolina. During the summer months, the entire Appalachian Region literally hums and twangs with similar contests for amateur and professional musicians alike. Banjo players and other musicians who "work the competition circuit" obviously are lured not by expensive prizes (the winnings at most contests are very small, if there are any at all), but by their love for mountain music and for the opportunity to hear it played, play it themselves and join with other musicians in making its sweet, sweet sounds.

Elizabeth Smathers-Shaw has seen her share of mountain music festivals. She plays banjo, fiddle, guitar and dulcimer and has won 20 or more first prizes in any number of competitions. She has decided to sit out the Clyde festival, however, and to be for once an observer rather than a competitor. Instead, her husband Quade and his fiddle represent the family.

"I was born right here in Haywood County and learned to play the banjo from my daddy," Elizabeth says. "Our entire family plays and sings—we just grew up with music all around us."

But Elizabeth brings more to the mountain music scene than her fine

talent. She believes that the heritage of the people of the mountains can only be kept strong and whole if individuals like herself conscientiously work to make it so.

"It can't come from the outsiders," she states strongly. "Well-intentioned though they usually are, they simply cannot give what they do not possess. It's up to us to pass the traditions on, to keep the old stories and tunes alive, to make sure the old ways are not buried and lost forever."

And while many people are in total agreement with Elizabeth, there seem to be barely a handful who are working to keep these traditions alive. Elizabeth is one. This past spring the Haywood County school board accepted her proposal for organizing an Appalachian studies unit in its seven elementary and junior high schools. During September 1980, schoolchildren will learn from Appalachian quilters, dancers, artists and musicians about some of the Region's great treasures. They will watch a wood-carver at work and try their own hands at whittlin'. They will hear a few old-timey stories and have the chance to tell them to others.

"I hope that this trial period will grow into something more extensive and permanent," says Elizabeth. "We're fortunate that many top educators in the county and in the state understand the importance of keeping these traditions before the kids."

Lorrimer MacBryde

Elizabeth Smathers-Shaw (seated left) accompanies two contenders in the fiddlers' contest.

Lorrimer MacBryde

A youngster clogs to a lively tune played at the banjo convention in Canton.

Up on the stage, meanwhile, the official program is about to commence—maybe. There are the usual hangups with which to contend: the amplification system keeps blowing fuses, and the Army parachute rigged as a canopy over the stage area has to be tamed with extra poles and ropes before the ever-stiffening breeze blows it into the next county. But no one minds the delays. No respectable old-time bluegrass music festival would dare start on the dot. It simply is not done.

All over the ball field small knots of musicmakers sit under the trees or rest against the trunks of their cars going over the tunes they will play in the official competition. Many veteran convention-goers swear that there is as much—often more—pleasure in listening to and watching these unofficial practice sessions as there is in hearing the contestants play before the microphones. (Indeed, purists would do away with all electrical amplification. They say it distorts the music, makes it artificial.)

Finally, most of the problems are solved, if only on a temporary basis (the 'chute continues to show signs of an immediate departure to the ionosphere). The first contestant stands before the now quieted, intent audience and begins to saw the lively strains of an oldy, "Bunker Hill." One older fellow in the crowd—who is not competing but who has brought his banjo in case anyone might want some accompaniment—sings along with the fiddle tune:

Five pence in my pocketbook,
Ten pence in my bill;
If I had another five
I'd tear down Bunker Hill....

Ahhh, it is going to be a grand afternoon!

Lorrimer MacBryde

Lorrimer MacBryde

Family Reunion in Tennessee

Floyd Gully listened hard to the doctor's final diagnosis: brain tumor...malignant...from three to six months to live. That was eight years ago. On this fine summer's afternoon of 1980 Floyd is very much alive, celebrating one of the great rites of Appalachian summer: the family reunion.

The yearly gathering of the Gully clan probably goes appreciated more by Floyd than by any of his ten brothers and sisters. It has something to do with the way people who have brushed elbows with death view things—especially the simple, taken-for-granted things in life. There is no mistaking the look in Floyd's eyes as he surveys the goings-on in his mother's front yard. He's a very happy man today.

"Every Fourth of July, yessiree, that's when we meet—rain or shine," Floyd says. "And it's not easy getting this gang together at one time. We just decided that July the Fourth would be the day and hoped that most would make it here. Most did this year."

Floyd Gully (RIGHT), his family and friends (BELOW) enjoy the yearly Gully gathering.

Kenneth Murray

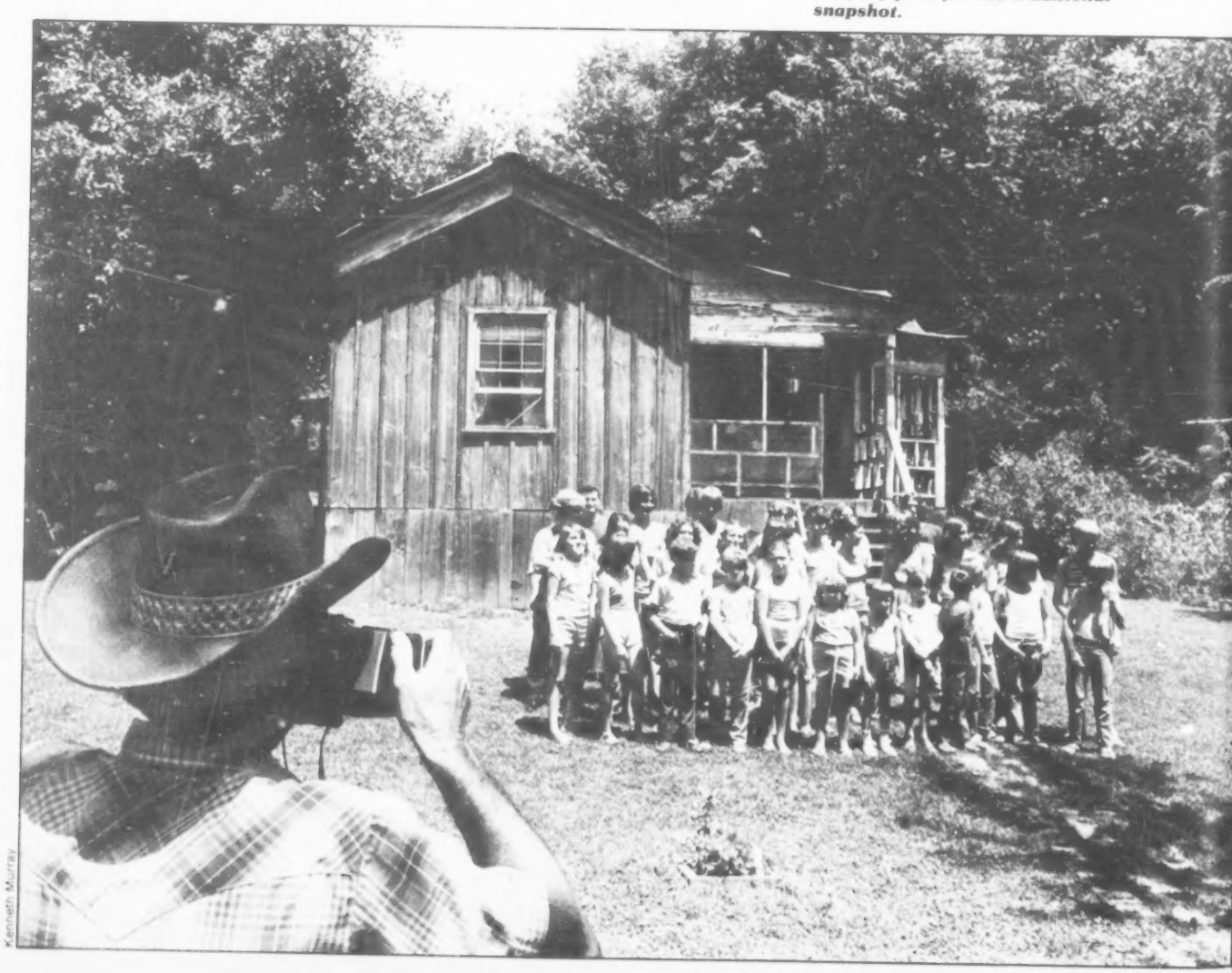
Kenneth Murray

Several of Nanny Gully's eleven children over the years have moved to Dayton, Ohio. Good steady jobs being as scarce as they were (and are) in rural parts of Claiborne and Campbell counties, the Gullys, along with scores of other men and women from the Clearfork Valley, looked to the factories up north for employment. They settled there, reared their families and call it home, but deep down inside home is not Dayton or Goshen or Detroit.

"You know what they say," quips one of Floyd's younger brothers. "You can take the man out of the mountains, but you can't take the mountains out of the man. That's the way it is with us."

If on any summer weekend morning a survey were conducted of the folks driving south along Interstate 75 between Detroit and Knoxville, it is a safe gamble to say that a conspicuous proportion would be going "home" to some small community with a name like White Oak or Fonde or Hamblintown or Tracy Branch.

Nanny Gully's grandchildren dutifully pose for the traditional snapshot.



Kenneth Murray

Kenneth Murray

Jim Kemplin surveys the Roses Creek reunion.

While Floyd and his kin bask in the sunshine of each other's company in Rogerston hollow, just a ridge or two away Jim Kemplin and those near and dear to him are engaging in the same sort of joyful celebration. Jim and his eight brothers and sisters—along with a host of grandchildren, nieces and nephews—are gathered on a breezy hillside near the Kemplin homeplace up Roses Creek hollow. At the foot of the hill runs a narrow gravel roadway along each side of which are parked cars and pick-up trucks, bumper to bumper. A good number have Ohio or Michigan tags, indicating that, like some of the Gully family, many Kemplins too are on intimate terms with Interstate 75.

"My daddy says I'm half Ohio Buckeye and half Tennessee Ridgerunner," explains one ten-year-old girl in a most serious tone. "But I couldn't tell you whether I like Tennessee or Ohio better. My daddy says I'm lucky to be from both places."

Under the trees, four or five picnic tables groan beneath heavy loads of some of the best country cooking. And fortunately for the picnickers, a breeze stiff enough to keep pesky flies and bees from the mounds of food also takes the edge off the midday heat. Soon paper plates are heaped with dumplings, corn on the cob, sliced ham and a profusion of other goodies.

The meal comes to a close slowly, unofficially. The men wander off to talk among themselves while the women cover the leftovers and compliment one another on this and that tasty dish.

Children are everywhere. Some ride their bikes on the rocky road, some play baseball in an adjoining field, and some just scurry all over the place, their voices turned to maximum-volume levels. Jim's brother Floyd offers rides on his big white horse. Older children give little brothers and sisters or cousins boosts up on the horse's back to a place on the saddle in front of Floyd, who takes his passengers clip-clopping off into the woods.

"All right, Buster, grab your guitar, and let's get to singing," calls someone from the picnic table when all has been taken care of there. Now the adults along with the smaller children gather under the trees while several guitars and a banjo are hunted up and tuned. And suddenly, the hills are indeed alive with the sounds of music.

I'll fly away, O Lordy,
I'll fly away....
and
The Knoxville girl....
and
Will the circle be unbroken
Bye 'n bye, Lord, bye 'n bye.

Kenneth Murray

Kenneth Murray

(OPPOSITE, TOP) The picnic tables are crammed with some of country cookin's finest. (BOTTOM) The Kemplin women top the afternoon with music and song. (RIGHT) Floyd Kemplin and his worthy steed give free rides to the children.

Kenneth Murray

Late in the afternoon, after nearly everyone has revisited the picnic tables for a snack or two, the different families begin to sort themselves out and prepare for the trip home. No one really wants to leave—it has been a perfect day filled with family and food and talk and song. But the first clouds of a summer storm have inched their way into the sky over the hillside. In the near distance dull thunderclaps warn that the storm is certainly headed this way and that it promises to be a true-blue gully-washer. Car doors slam, engines growl, white dust from the road swirls around as another family reunion comes to a happy ending. Some travelers have only to drive to the mouth of the holler to be almost home, but others must make for states off to the north. Again and again the final farewells are exchanged. And over them all resounds that one expression used by mountain folks which conveys warmth beyond a simple "goodbye" or "come back soon": *Stay with us!*

Snake Hunting and Sacking in Pennsylvania

Rattlesnake hunting ought not be pursued by the faint-of-heart . . . an observation that probably qualifies as the understatement of the ages, though here are a few related ones in that same category:

- Rattlesnakes are not overly fond of people.
- Timber rattlesnakes prefer hanging around forests to being star participants in a snake-hunting and -sacking contest.
- Venom from the bite of a diamondback rattlesnake can hurt—a lot.
- Rattlesnake hunters and sackers probably are not what insurance companies consider good risks.

Despite these facts, stalking the timber (or diamondback) rattler happens to be a favorite sport among an admittedly small but nonetheless indomitable group of sportsmen and -women. Particularly in Pennsylvania's northern counties, where the mountains are smothered in lush forest, rattlesnake hunting and sacking has been honed to perfection. There each June and July enthusiasts vie for trophies designating the longest, shortest and most berattled snake. And there, teams of two—a

Spectators watch and listen as a Keystone Reptile Club member demonstrates the art of "rattlesnaking."

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handler and a sack holder—compete with one another to determine which team can with the greatest speed and dexterity gather up five writhing snakes and deposit same into an empty feed sack.

Consider one such contest at Sinnemahoning, Pennsylvania, on a beautifully clear summer's afternoon:

Across the road and over the river bridge from the Willows Tavern (the sponsor of this particular hunt), down in Sinnemahoning's Little League field, more than 100 people are milling around. Most concentrate their attention on the "pit," a nine-by-twelve canopied and fenced-in area with a sawdust floor. On the floor are some 15 to 20 snakes—rattlers, copperheads, one or two black snakes and what appears to be a small, nervous, nonpoisonous garter snake. Before the day is over, the snake entries will have doubled in number and the pit been transformed into a veritable "den of vipers." Inside, three men and one woman nonchalantly thread their way among the pit's slithering occupants. The four are members of the Keystone Reptile Club, the organization responsible for conducting this and several other snakehunting/sacking contests throughout the state.

For the most part the spectators are Pennsylvanians. Some come from the area's numerous hunting camps (for in addition to snakes, there are deer, turkey, elk and bear in these hills), though most appear to be from either Cameron County itself or one of its neighboring counties. And at least one spectator is from around Washington, D.C., where the very idea of fraternizing with real live rattlers (not to mention voluntarily picking them up and putting them into a sack) ranks close to the top of the list of life's ten most terror-producing experiences.

"Most people have the wrong idea of snakes," says Bob Greenleaf, club president and a 30-year veteran of snake hunting. "That's why we have these contests, to teach people more about snakes and their importance in nature's cycle. . . . There's this

That is a poisonous diamondback rattlesnake in Bob Greenleaf's hand.

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When the contestant gives the "all ready" sign, the timekeeper sets the stopwatch in motion.

unnatural fear of them that too often translates into the idea that the only good snake is a dead snake. We're conservationists and don't hold with that attitude. After all, our club motto is 'Keep 'em alive'."

Bob Greenleaf's club shirt sports many colorful badges, each one signifying a different snake-hunting contest he has attended over the years. One small badge, a red one over his heart, appears to be different from all the others.

"Oh, this one, the Sunken Fang Society badge," he says, pointing to the badge proudly, "we get if we're bitten. Rattlers have gotten me on four different occasions. The last time I was in the hospital for three weeks and sick for three months. I'm allergic to the antivenom serum."

Now Greenleaf does not seem any more or any less unstable than most members of the species *homo sapiens*. He is, after all, married, has a 25-year-old son, is a carpenter. But he does like to hunt snakes and, even more to the point, to handle them with what appears to be great disregard for his own continued physical well-being. At this very moment, a smiling Greenleaf is holding a hissing, coiled three-footer in his two hands, all the while oblivious to the dozen or more other snakes sliding restlessly around his feet.

"Look, most of us who hunt snakes have been doing it since we were kids. If you grow up along a creek, that's what you do for fun. It's no macho thing with us; we're not out trying to prove how brave we are. Like any other form of hunting, it's a test of skill and endurance. And remember, we don't even harm the snakes. After each contest we set them free off in

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the mountains."

Once the winning hunters are awarded prizes based on size (at this contest the trophy for longest rattler went to a man who brought in a 51-incher), the sacking contest commences. It occurs in another pen—this one has a plywood floor rather than sawdust and is raised off the ground so that the spectators have a better view. By this time the crowd's ranks have swollen to six or seven hundred persons, all of whom are either packed into the little stadium's bleachers or lounging on the infield grass. A voice over the public address system reminds everyone that this is a family affair and requests the crowd to refrain from exaggerated noise-making since the contestants need some semblance of quiet to accomplish the task before them. The rules are read. They consist of many do's and don'ts but basically state that no roughing up of the snakes will be tolerated and that anyone bitten during the sacking will be automatically disqualified. To the uninitiated the contest seems ridiculously stacked—in favor of the snakes.

The hooked snake stick helps this contestant sort his entries according to their size and type.

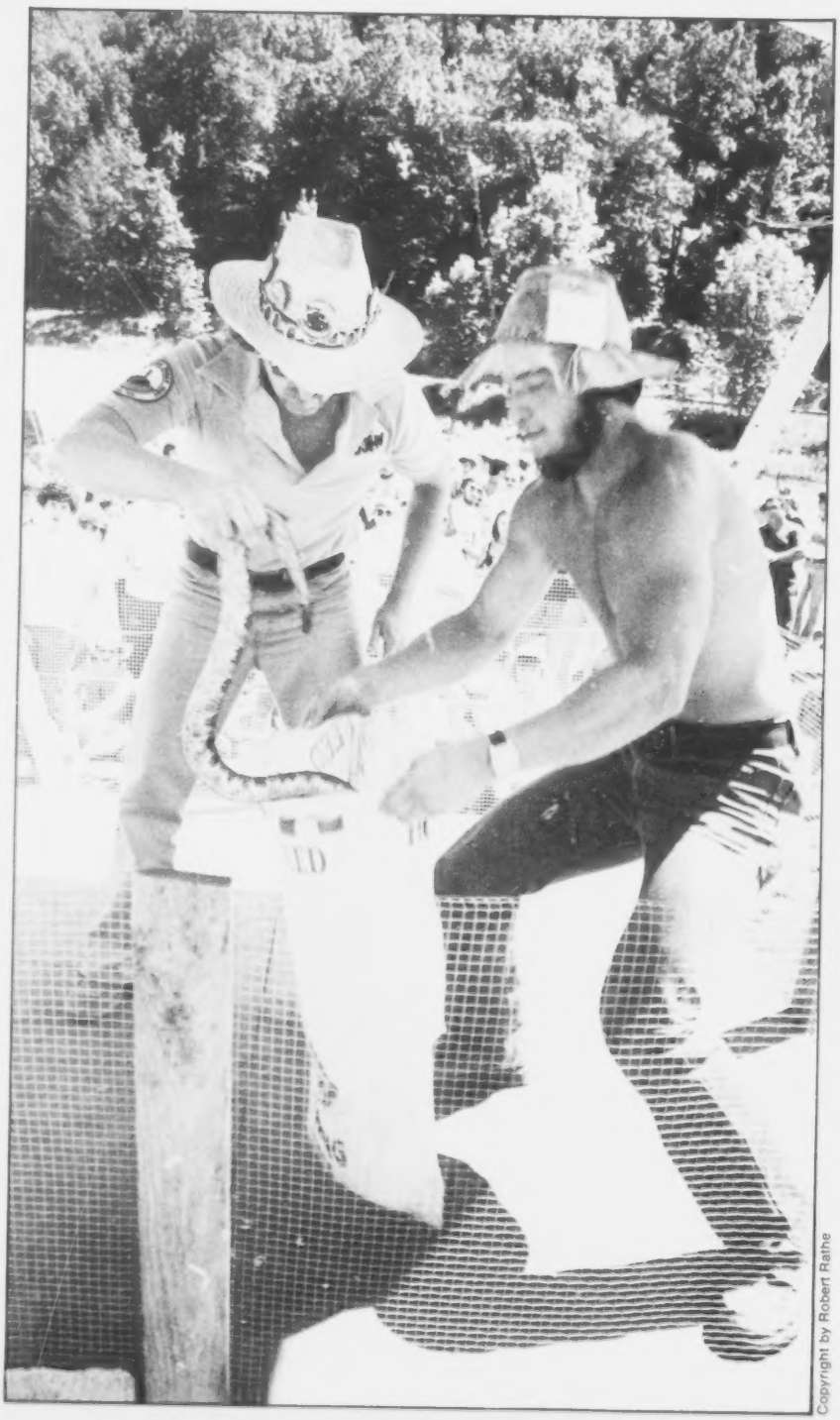
best copy available

Finally the first team enters the pit—*not* wearing metal gloves to the shoulders and coats of mail but merely T shirts, ordinary jeans and, one is told but cannot see, very thick leather boots to the knee. A Keystone Club member enters the pit with an innocent-looking light-blue pillow case. It contains five by this time very agitated snakes. The team handler accepts the case, carefully empties its contents on the floor and proceeds to arrange the hissing reptiles in a pattern that is supposed to make picking them up a shade less tricky. Once the handler achieves the desired arrangement and has checked that his partner's grasp on the feed sack is secure, a nod is given to the judges outside the pit. At that a whistle sounds, the start button of the stop watch is depressed and the race is on. The contestants pick the snakes up with their bare hands (some even use two hands at once), grabbing them a few inches above the tail, and drop them in the sack. Ten seconds later it is over—no hits, no bites, no errors. The teammates jovially slap each other on the back as the crowd cheers with gusto.

Twenty-seven teams later, the contest comes to a halt. Fastest time: eight seconds flat. No one suffered disqualification due to snake bite, and all the participants (save, perhaps, the 40 or 50 snakes, which were no doubt thoroughly exhausted) seemed to derive immense gratification from the afternoon's events.

"This has been one heck of a terrific contest," exuberates Stewart Roberts, considered by many to be the area's snake catcher extraordinaire. "But I suppose some folks might not figure it to be a way of having fun. It is exciting, though, and I'm sure everybody'd agree to that."

Agreed.



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Picking up a three-and-a-half-foot-long rattler is done one way: quickly.

Outdoor Drama In Ohio

Somebody forgot to tell the mother of the sleeping infant about the battle royal which takes place in Act II. So, in addition to the cannon and musket explosions brought on by a knock-down, drag-out fight between British red coats and American patriots, the ear-splitting wail of a very unhappy baby could also be heard throughout the amphitheater. Not until the next-to-the-last scene was the frazzled mother able to convince the child that all was well and that a return to dreamland was in order.

"It happens practically every night," Rachel Reddinger confesses. "Even if the ushers warn the mothers, somehow they're not prepared for such true-to-life battlefield noises. But no one—other than the babies—seems to mind the disturbance as they well might in a typical theater setting. Outdoor dramas seem to include the audience in a way other theatrical forms cannot."

Robert Lauriha

(LEFT) Rachel Reddinger is a primary shaker and mover behind Trumpet.

(BELOW) One of the charms of an outdoor drama is its natural setting.

Robert Lauriha

Rachel Reddinger and her guest sit under the star-dotted sky in New Philadelphia watching the play, *Trumpet In The Land*. Rachel, both the founder and the producer of *Trumpet* (as everyone close to the production calls it), has devoted hours, days and weeks of her time and energy to making the eleven-year-old outdoor drama the highly acclaimed enterprise it is today. She involves herself in every aspect of the play, including set design, auditions, the purchase of new chairs for the audience, the soothing of actors' and actresses' fragile egos and even the sale of food in the concession booth. Some say that Rachel Reddinger lives and breathes *Trumpet*, that without her spirit and plain hard work the production certainly would lack the dynamism which translates into success. Rachel shrugs at this notion, however. She says she is just doing what comes naturally (when her five children were small, she was involved in puppeteering, Girl Scout plays and the like) and that *Trumpet* stands on its own merits as a play that is well written, well directed and well acted.

Ohio's Outdoor Historical Drama Association (the nonprofit organization that handles the business end of *Trumpet* as well as the state's other fine outdoor production, *Tecumseh!*) commissioned playwright Paul Green to create *Trumpet* back in 1969. Like most outdoor dramas, it draws its central story theme from historical reality and portrays actual people and events.

Trumpet is set two hundred and some years past in Appalachian Ohio's beautiful Tuscarawas Valley. Christian missionaries of the Moravian sect have chosen a section of this valley as a site for a new settlement. They name the new town Schoenbrunn and to it bring Indian converts to Christianity from Pennsylvania. The missionaries' goal is to expand the settlement by drawing additional converts from among the area's Delaware tribes and eventually to establish a self-sufficient community of peace-loving, God-fearing people.

Robert Lauriha

(ABOVE) The Tuscarawas Valley is a beautiful spot at sunset—and at every other time of day.

(RIGHT) Everyone in the audience has a good view of the actors and the entire stage area; acoustics are excellent.

But the problems facing the settlers are many and thorny. A large band of local Indians fiercely oppose the white man's intrusion and wage war on the missionaries and their converts. What is more, the British and the Americans carry their bloody conflict to the fledgling settlement, each side suspecting the Moravian pacifists of aiding and abetting the other. And though the play's final scene powerfully attests to the very real tragedy which befell the missionaries' Indian converts, Paul Green has also laced *Trumpet* with enough humor and excitement to keep an audience in a bright and lively mood.

But what makes this production and others like it particularly enjoyable is the great outdoors. It took Rachel Reddinger months of traipsing the hills around Tuscarawas County before she and others involved in the selection process set eyes on the present site in New Philadelphia. And an auspicious site it is. A grouping of low hills forms the ideal setup for a natural amphitheater—a level area surrounded by gently rising ground. The level portion became the stage, and three of the hillsides were tiered for audience seating. The fourth hill serves as the main backdrop for the stage. And because the audience sits facing the western sky, each show opens with one of Mother Nature's finest performances: sunset.

This night as the play begins, the entire sky behind the stage blazes lilac, gold and blue. The pounding of Indian war drums signals for silence from the audience, and over the hill—on horseback and at full gallop—races a brightly feathered Delaware chief with a message of welcome for the missionaries. And while the play's characters sing or pray or dance or laugh or make war on one another, Mother Nature adds her special effects to the production. The night sky glistens with star-sparkle, the half moon slowly inches its way to center stage—even the crickets and the fireflies get into the show.

"People really love this play," Rachel proudly boasts. "We get a lot of tourists and local people who come back every year or every other year—especially if we get new people in the leading roles. They like to compare performances and actors. Every season is different even though the play itself is the same year after year."

Trumpet's audiences average 800 people per night. Many are tourists (it is a favorite stopover for tour buses), though area residents, including men and women from the area's many Amish and Mennonite communities, also attend in respectable numbers.

The play's performers range from full-fledged members of Equity (a professional actors' and actresses' guild) to a local three-year-old who plays a Delaware infant. In-between are college drama students and talented amateurs. Together, the cast presents a colorful, believable and, especially, enjoyable dramatic experience. The great outdoors was never better.

Robert Launiha

Appalachian Views

This is the third in a series of interviews with Appalachian citizens who discuss, from the perspective of their own experiences, the forces that affect development in their areas. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, the interviews present a picture of life in the Region today as it appears to people who call it home.

A Tennessee Coalminer Speaks

My name is Billy Gaylor. I grew up in Fonde, Kentucky, just three or four miles up the road and across the Kentucky Line. My father, brother and grandfather was coalminers all their lives; so was all the uncles on both sides of the family. I stayed around here until I graduated from high school. After that, I roamed all over the country 'til I was 27. Then I came back here and married the girl next door. It's a comfort to know that if people accept you, all you have to do is ask, and they'll be there for you. Mountain people is shy at first. But one thing you know, when they know you, all they ask is that you be at home. Just be there.

Larry Douglas

Billy Gaylor.

I worked in masonry and carpentry while I was up north. When I came back, I went into the mines. I don't know why. Mostly I'd say I wanted to live around my family, and be in the environment I was raised up in.

I started loading coal with a shovel when I was a child. We had what we called delivery trucks throughout the mining communities. Everyone's coal was furnished; they used it as their basic heat. Well, as children we would ride around on these old trucks, and naturally the people that drove them were glad to have us shovel the coal out. They probably didn't realize it was good psychology, but they used to brag on us. The more they would brag, the faster we would work. I remember I would work until I would almost drop just to hear some grownups talk about how good of a job we would do. Eventually I just came back, and that's what I started doing—shoveling coal.

Then I did various jobs in the mines. I ran a roof bolter, worked on the top, timbered, did some shooting, rode shuttle cars. Now I'm a mechanic-electrician with Consolidation Coal Company. It's 18 years I've been in the mines.

I have my own section in the mines. There's ten men in the section right now, and we have nine pieces of equipment. I see that it's running in good working order. I have to keep down risks of explosions and injuries from electrical equipment. It's a great responsibility; that's why it's licensed by the federal government. When I'm not repairing machines, I usually run a continuous miner; that's the machine that digs the coal and loads it. And I help set timbers and things of this sort, especially when we're robbing under the mountain.

A coal mine is set up like a checkerboard. As you go through, every 75 or 100 feet, according to your roof plan, you leave a square block of coal so you can get air in and keep the roof up. When we've gone as far as we can, we come back and take those blocks out and let the mountain fall in. Just as we pull back, we try to get all the coal we can. This is why we call it robbing. We try to take everything we possibly can. That's the mining I love best.

The majority of the repair work I do in the mines. I'm very seldom outside. Oh, I love it. I could have been outside if I had wanted that kind of job. But I chose to stay underground, which many others do too. It's more dangerous, but, I don't know, there's just something about it. There are times when you would get scared, like when you see a fire behind you or smoke moving in on you. But you just learn to live with the danger. It becomes a part of life.

It gets in your blood is the reason you're in there. And for the money. We have several young men that comes into the mines today, college graduates that work right alongside of us. And we have ladies too that works up there, for the money.

There's a closeness, a bond between people underground. This past March, a year ago, there were eight of us in the section then, and we were all advancing together toward the face of the mine. We were riding in mantrips on steel rails—more or less like a locomotive moves on tracks, but in the mines you have hills and you'll go up and down maybe two or three

hundred feet. Well, just as we approached the top of this hill, the boy driving the mantrip pulled the brake on, and I heard something break. It was a chain coupling. I said to the boy, "You don't have any brakes. That chain is broken." But before anyone could do anything, the boy moved the mantrip forward, and it ran away with us. I jumped out and was thrown against some coal and knocked unconscious. Two of the older men, they were 56 or 57, they were scared to jump, and the car jumped the track with them in it. The main thing that comes to mind real quick is that as I began to regain consciousness, I heard someone running to me. He was almost in hysterics when he thought I was hurt. I didn't know how bad I was hurt, but my thought was about the others that had gone on. So I told him to let me lay there and go see about the others; then he could come back. When he got down to the others, they were shaken up pretty bad, but the first thing they asked was, "How's Billy?" How was I? Not one man out of the whole crowd thought about themselves: they wondered about the others. There's a closeness, a bond between us underground.

Sometimes I look for patterns in men's lives. Seems like there are very few men that go underground that leave to work at anything else. I guess there are exceptions, but I don't know any of them.

I wouldn't particularly want my son to be a miner, though. I wouldn't worry about him being a miner as I would have years ago. But I think each generation should better themselves a little. I would like for him to receive a good education. I don't care for him to be in the mines, but if he is, I would like for him to be an engineer or something at an upper level.

Billy Gaylor at his job with Consolidation Coal Company.

Consolidation Coal Company

Conditions have changed so much in the mines. Back when I first started, you would have to go slow. You couldn't work fast because you couldn't get enough air; you would get sick. But any more we have good air, and new technical knowledge and new machines and new means of support. Miners are better taken care of now.

In the United Mine Workers of America, which I belong to, we have safety inspectors. They make every part of the mines once a month at the very least. They inspect each section, the conditions of the equipment, the conditions of the top, how things are being done. And we have the right under U.M.W.A. contract to back off from something that might endanger our lives. You can say, I'm not going to do that, and there's no retaliation toward you. I have worked in nonunion mines and Southern Labor Union mines where I was told to go under conditions which I knew was extremely dangerous. If you said no, you just lost your job. At Tackett Creek we've had four or maybe five fatalities in twelve years—which is tragic, but still our record is so much better than so many of the other mines I know of. Some of the mines around here have lost as many as 50 men.

I don't think more coal is being mined because of the energy crisis. At least not from what I see. At Consol we have a contract with Georgia Power, and we've already made our quota for the year. So we're stockpiling. We have a surplus. I think this is the first year we've ever done it since I've been here.

For one thing, we have newer machinery. And labor and management have been able to work together better. We used to be plagued by these wildcat strikes. It was something horrible. We missed a lot of time and wages, and naturally the company missed production. Things are smoother now. I don't think there are more people working in our mine. Some turnover, but not a significant increase. In fact, many of the bigger mines have shut down, and strip miners have been laid off too.

They can't sell the coal, they say. Costs more to mine than they can get out of it. Just two years ago, coal was around $2 or $3 a ton, up to maybe $10 a ton at most. All at once, in a matter of three or four months, it jumped to $50 or $60 a ton. Many people got into it real fast, and then the price began to drop because they were flooding the market with coal. I think now it runs $35 or $40 a ton. The company sells it to local people at a price cut—$28 a ton. Still, I see more people cutting wood than I have that are using coal. Most of the wood is scrub timber; so they don't have to pay for it.

If there is an energy crisis, it's caused by the oil companies, I think, and I work for an oil company. I believe there has been a shortage of fuel, but I think it was made up in advance. They just wanted to jack the price up.

We don't have an abundance of energy, I'm sure of that. It may not be sufficient for the future, but for the time I think it is sufficient. If our country is so hard pressed, why are we exporting energy out of the country, like exporting oil to Japan and others? I can't understand that.

I don't know if coal is a long-term answer. Being a coalminer, naturally I would say I'm for coal. But I also know there are problems with the burning of coal, environmental problems. I don't believe in switching to coal until we can protect the environment. But I believe this can be done with the technology we now have, provided business wants to spend the money to do it.

I think our biggest thing right now is to conserve. We have been very wasteful. If we have to raise the price to make us come to the realization, then I guess we have to. I don't like to pay that big price either, but something has got to be done.

Through the mid 50s, most of the homes here were heated by coal. A few of the more modern homes had electrical heat, but about the only oil and gasoline you used was in your automobiles. We had very few oil furnaces or anything of that sort. You know, in this vicinity we're all considered to be in coal-mining communities, because the only employment in the area is coal; in fact, practically all of it is. Lots of it is in strip mining, but still it's coal. Well, in the 60s everyone changed to more modern heat—a lot of people went to gas, butane, and many went to oil and electric, although a few were using coal. But then, I guess it was around 76 or 77, I began to see a lot of them going back to coal, I'd say 60 or 70 percent. And the ones that still have electric or have oil also have wood burners. The men that work at the mines, many of them live at Sewanee, Haw Valley, Middlesboro—and I've heard them talking about changing over to wood and coal. I notice a lot of them are driving smaller automobiles, and driving less. We have a great deal of men that drive 25, 30, 35 miles a day to work, and the price of gas is pushing them pretty hard.

Of course, we get better wages now. I was working for $1.43 for a car of coal, which was about two tons, when I first went into the mines. In a day's time, if you were real fortunate, you could make $9 or $10. That was 18 years ago. The wages have increased I'd say at least eight times what they were. I make a little over $10 an hour today.

In our contract, we get an increase in pay by the consumer index, whenever the cost of living increases. My wages are better, but I don't think it's because of the energy situation.

I have been able to buy what I need, basically. I hear some people can't. They can't pay for automobiles and things now because the cost of living has gotten so great, and rent has gone so high. I have a brother who bought a piece of land just up the road. He was getting ready to build him a new home, but interest has shot up 'til he can't. As soon as it gets to a reasonable level, he's going to start building his home. But the rent around here has increased almost 100 percent in probably about five years. There's many men I know, like over there where I work, they pay $200 or $225 a month for rent, and then they have to pay their utilities, and gas to run back and forth to work, expensive gas. A lot of them talk about being in a pinch. It has really put a squeeze on people.

Larry Douglas

Billy Gaylor with his wife.

Now other services is something else. Our schools are not up to par. They are far behind the rest of the county, where they have carpeting, air conditioning, cafeterias, nice gyms and everything we don't have. Our school has a cloud of dust. If the federal government checked, it would be about the dust levels that are allowed in the mines. There's that much dust in the schools. We're a small minority in voting strength. We pay the greatest amount of taxes in the county on this side of the mountains, but still we are remote over here, and politicians, they look at the majority of people. Naturally they get the services.

As for water, this is the worst of all because it applies so much to health. I'd say 90 percent of our water is not suitable for drinking. There have been several cases of hepatitis in the valley. I know one man, I took him and

his mother to the University of Kentucky clinic. He had been having quite a bit of trouble with his stomach. They said it had come from the water, that he had living parasites in his stomach. They told him to be sure to boil the water or get water from a different source. He did, and now he's fine.

I have a well, but I wouldn't drink from it. Two years ago they did some stripping on the back side of this mountain here. Just after that there was two or three wells here that sunk. I noticed mine got muddy, and some sand came through the faucets. Since then I've not drank it.

I haul my water. Some of it comes from our community center, where we have a filter. Most of it we bring from Jellico, which is a town about 15 miles away. We keep our plastic jugs and milk cartons, and when we go shopping, we go and fill up ten or fifteen gallon jugs. We use that for cooking and drinking. Of course, we use the well for our bathrooms and the washer.

We have applied for some grants for a water system, from HUD and a few of the others, like the Appalachian Regional Commission. We're waiting to hear. We definitely need a water system. For a sewer system, we

Larry Douglas

Billy Gaylor and his wife in front of their home.

have septic tanks; that's about all the sewer system we have.

Our roads are pretty well broken up. They try to maintain them. But they build a road for five- or ten-ton load limits, and then the companies haul 30 or 40 tons of coal over it. The road just won't hold up. They used to have a truck that would haul gravel to line these roads, but they don't even do that anymore.

Real estate has really gone up, but there are very few homes available in this vicinity for sale. People are coming in. In fact, they say the population is growing faster in this county than anywhere else in Tennessee. People are going back to live with their families. And I see more mobile homes. Very few new buildings are going up in this valley. You see, the land companies, they own the land, and they won't turn it loose because there's mineral rights or rights to the timber.

Recreational opportunities is just about a blank. This year I think they are having Little League baseball, and that's the first time this has happened. It's the only thing I know of.

The thing is, in order even to apply for government services, you have to drive 30 or so miles, and naturally nine times out of ten you'll be told to come back before anything is done. It's almost 45 minutes to the county seat in Tazewell. And everything is political. People just give up and naturally blame the government. They're patriotic. Most of them I'm sure would stand behind the government. But still they have hard feelings; they feel neglected.

A few civic-minded people will try to better the community as a whole. I see some people at the development council working on these things. But people in this part of the country are very skeptical. They're afraid to make a change. They've lived so long in the style of life they have that when you talk about making it better for them, they're frightened of the unknown. That's the way I've always figured it out. Like the community I was raised up in, for instance.

It was Fonde, Kentucky. A land company owned all the homes. They would get word to you that if you didn't do just about what they said, if you caused trouble or anything, you could go somewhere else and find another place to live, they didn't want you. People were scared. I lived there for a time, and I guess I was a rebel. I didn't outright rebel, but any time anything came up that could bring to light what they were doing, I was right in the middle of it. I don't like to see people oppressed. I bought this home strictly because I was looking to get run off up there, and I needed a place to go. So I bought this, but I continued to stay there. Evidently we must have gotten through because they finally closed up shop and turned the land loose.

Most people is cynical. It's who you know if you want to get something done. Private companies have been the worst of all.

There was a roofing company come through here. They promised people brand new roofs real cheap, about $100 or $150, which is half price. Lots of people here is on fixed incomes, and it looked like a good deal; so they took them up on it. So they did their roofs. But

the materials was no good, and the job was rotten. When it rained, everybody's roof leaked. They tried to find that company and discovered it didn't exist. It was all a fraud.

Another time there was this aluminum siding company. They offered to put up 1,000 feet of siding for $340 or so, which was another good deal. They did the work, and they did it good—too good. They put on the siding, storm windows, all kinds of things, and then billed folks $3,000 instead of $300. What could the people do? The work had already been done.

The coal company has swindled people, tricked them out of their land. I know one guy who wouldn't give in and sell his land. These two men at the coal company, they went and got him drunk until he traded all his land for a rifle and a dress for his wife. I saw the contract myself: it was written on a paper bag.

Like I say, people here is cynical. They're afraid somebody's out to take them.

I more or less rely on my Bible for answers, and I'd look to the older people in my church if I run against anything I couldn't handle. I think most people around here rely on their neighbors; that's about it. A few might see a lawyer once in a while, but most couldn't afford it. The majority of the people in this valley is retired or on fixed incomes.

I believe that the influence of the church is growing, and I hope it will grow even greater. But while it is growing greater, I hope they don't lose sight of what they stand for. I look at the Oral Roberts situation, men like Bill Graham. Every one of them I can find is a millionaire. Unfortunately, poor people are beginning to look at these men instead of looking toward God.

I look for things economically to get worse. I'm treasurer of our church, and I can see a downward turn in wages, especially in the last six months. Men at work are being laid off, and there is not great hope of them having their jobs back because most of the coal is about gone, and that's the main employment.

I think the population growing has a great deal to do with unemployment up north. People's jobs are gone, and they're coming back home. Then they get back here and find out that inflation has hit this place just as bad as it has up there. Still it's better to be out of work here. You can put your garden out. You can hunt in the mountains. You can fish in the streams. In the cities it's so impersonal. I'd feel more comfortable here. Hard times come up, and people get depressed. But if I'm going to be broke, I'd rather be broke in the mountains. People have a tendency to help each other more.

Members of the community that we see in need, we try to help. We can't give a great deal of help, but when you're in need, any amount is appreciated. I usually give free vegetables and things to families I know that are in hard places.

People help each other. Sometimes, though, I think they're not as close as they were a few years ago. When there were less conveniences, there was more dependency on each other. People would visit a neighbor rather than call on the telephone, and they were more aware of each other . . . . The energy crisis we were talking about and the cost of gas has kept a lot of people at home. It seems like they are staying to themselves more. I don't see the women getting out as much either.

I'm optimistic about the future. I guess it's my faith. Things change very little in the mountains, really. A few faces change, but basically things stay pretty much the same. I believe we have the opportunity to make things better, if we will. If we could get together and come to the realization that the answers lie within us. We have to pressure our politicians to answer to us. We keep answering to them, and we are the people that elects them. We could find a lot of answers if citizens' groups throughout the country would unite, be of one accord—at least now and then.

The interviewer was Judith Gaines, a Washington-based freelance writer.

Public/Private Partnership Produces Pennsylvania Plant, Park

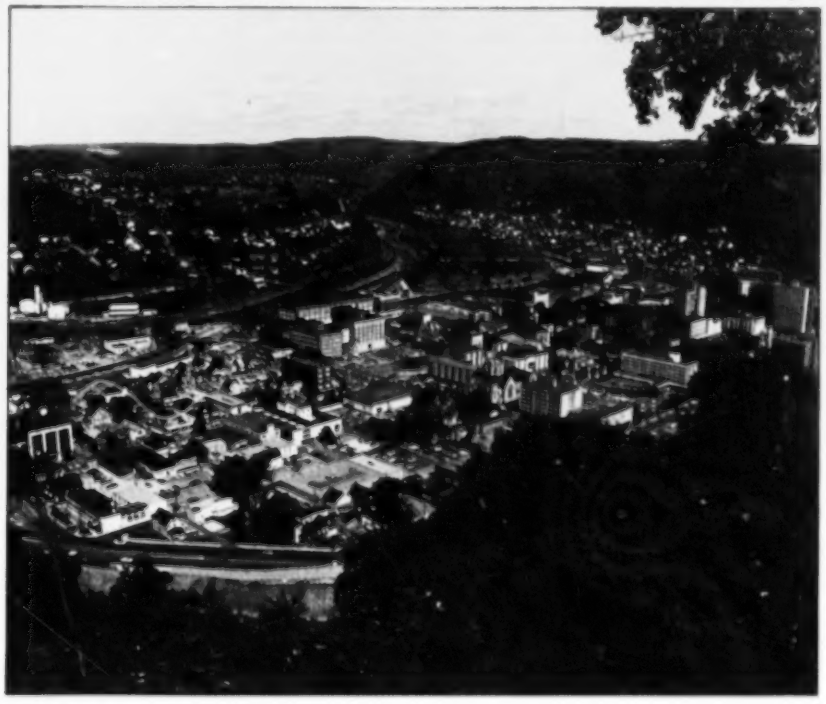
By Lynn Streightiff

In late June the Abex Corporation of New York City opened a cast-steel railroad-wheel manufacturing plant on a new site in Quemahoning Township, Somerset County, in southcentral Pennsylvania. The selection and preparation of the site and the building of the plant, a $72-million project, took less than two years from concept to completion and is evidence of the skills of the Southern Alleghenies Planning and Development Commission and its economic development partners throughout this section of Appalachia.

A cadre of public and private development leaders, public officials and senior Abex policymakers worked together to bring the plant into being. For Abex, the plant means stronger competition in the eastern railroad wheel market; for the area, it is the key to forestalling the economic blight that threatened workers in the greater Johnstown area, Pennsylvania's "flood city." The threats arose from two sources. The first was the 1973 announcement by Bethlehem Steel Corporation, the largest employer in the area, that it would have to cut back its Johnstown operations, laying off 5,500 of its 12,000 employees there. Although Bethlehem later reversed its decision, the announcement triggered the creation of JARI, Johnstown Area Regional Industries, a cooperative attempt by concerned businessmen of Somerset and Cambria counties to bring new industry into the area to replace the threatened job loss. Bethlehem draws 90 percent of its Johnstown workers from the two

Lynn Streightiff is county news editor of the *Huntingdon Daily News*.

Johnstown is at the confluence of two rivers, the Little Conemaugh and Stony Creek, which have three times caused devastating floods in the city. The Bethlehem steel works are visible in the left rear section of the photograph.



(ABOVE) At the September 10 dedication of the plant, most of the major figures involved in its location were present. Here, left to right: Victor L. Persbacker, senior vice president of Abex; Robert Schnoes of IC Industries, Abex's parent company; Charles W. Kunkle, chairman, Johnstown Area Regional Industries; N. George Belury, retiring president of Abex; Albert H. Hay, chairman, board of county commissioners, Somerset County; and Stephen S. Conway, Jr., current president of Abex. (LEFT) Mr. Persbacker, Mr. Belury and Raymond A. Frick, president of Abex's Railroad Products Group, in front of the first wheel cast in the new plant.

(ABOVE) Congressman John P. Murtha presents Mr. Belury with an American flag flown that day over the U.S. Capitol.

counties, which, in the past, had always been rivals in nearly every endeavor.

The new cooperative spirit had its precedent in the creation of the Southern Alleghenies Planning and Development Commission. This six-county local development district was formed when the elected leaders of the area agreed to forget county boundaries in order to improve the lot of their combined population, numbering over 490,000.

Coordinating the Project Elements

Nothing demonstrates the growth of expertise and commitment to the area better than the story of Abex Corporation's new wheel plant. Its basic elements are the cooperative efforts of public with private sector interests, and the ability of both sectors to meet a series of impossible deadlines.

The leading actors in the drama were Frank J. Pasquerilla, JARI's Economic Development Corporation chairman; Vic Persbacker, vice president of administration for Abex; Art Borin, director of purchases and facilities (and Abex's lead engineer); John Murtha, representative from Pennsylvania's 12th district in the U.S. House of Representatives; and Steve Mandes, executive director of the Southern Alleghenies Commission. Through their leadership, the course of the Quemahoning plant was set from the moment George Belury, then Abex president, announced its construction on a November 20, 1978, telecast over WJAC-TV, Johnstown. The plant was scheduled to go on line June 1, 1980, and the efforts of the entire cadre were directed from the start to meet the deadline. They thought they had succeeded until the middle of May, when it became apparent that the suppliers of the electrical furnaces for the plant would be unable to meet their deadline.

So the opening ran a little late, but by so small a margin that the accomplishments of the cadre still seem startling.

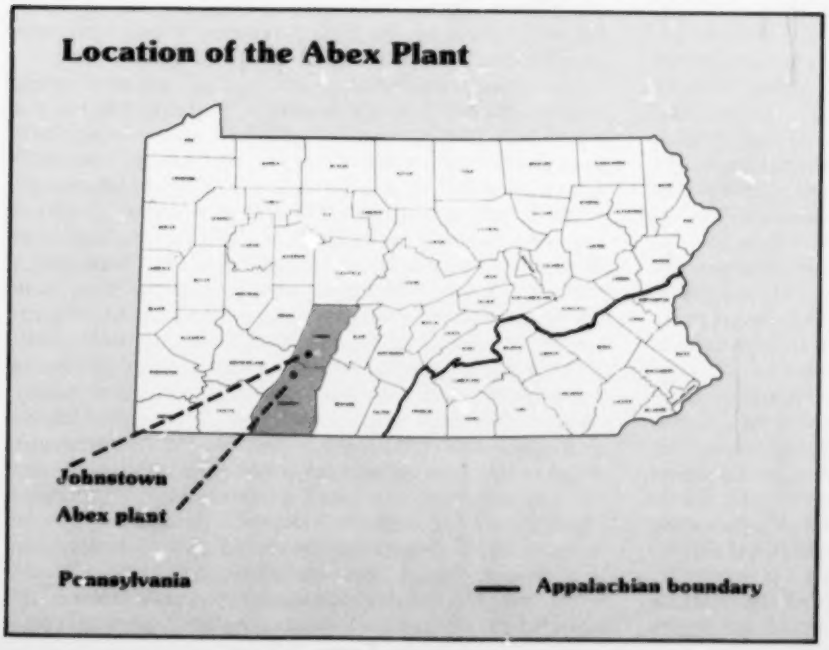
Pasquerilla was the coordinator of the entire enterprise; Persbacker and Borin handled the Abex policy and plant design considerations, and Mandes took charge of the financial packaging that made the developed site available.

It's an impressive package. Abex put up $54.5 million for the plant and equipment, and $10.8 million in working investment capital, for a total of $65.3 million. The site package included grants from state, federal and local governments and came to $6.7 million. It is the largest single capital investment undertaken by Abex

All photos in this story by Egon Weck except where otherwise indicated.

Johnstown Tribune-Democrat photo department

Preparation of the site involved moving 1.7 million cubic yards of earth.



Corporation in its 77-year history. And it holds the promise of jobs for 430 employees in the immediate future.

The mention of jobs takes us back to the second threat to the economy of the JARI region—the freakish storm which hung over Johnstown on the night of July 19, 1977, dropping 11 inches of rain in seven hours' time. The resulting flood took 79 lives, caused sustained property damage of $52 million in the Greater Johnstown area, and something shy of $600 million throughout the two counties, Somerset and Cambria.

The Abex Location Decision

Destruction at the Bethlehem works resulted in a permanent loss of 3,000 jobs to the Johnstown area work force.

What the flood didn't do to the Bethlehem operations, the oil crisis did. Part of the Bethlehem Steel installation included production of wrought wheels for railroad cars (as opposed to the cast wheels manufactured by Abex) and, as the price of energy needed to produce the wheels rose, Bethlehem corporate officials ordered this operation to close.

The site of the wrought wheel manufactory was located on a plateau above the flood plain and had not suffered damage from the storm. Abex, looking around the country at its competition and the future production of needed wheels, decided instead of expanding its Calera, Alabama, operation to beard the lion in its den. It moved to investigate the possibility of locating its new manufacturing processes in the abandoned Johnstown plant.

There were three major reasons for this decision. The Rail Products Group (RPG) of Abex had just completed development of an advanced casting process, a new wheel design which they felt was superior to the earlier one RPG had

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The Park Package

By Wendy Widner

Abex's N. George Belury wheel plant occupies the lower level of the industrial park; room available for expansion is visible behind it at the right.

Driving through northern Cambria and southern Somerset counties to the Quemahoning Industrial Park, it is easy to see why the area advertises itself as the "playground of western Pennsylvania." Dotted with national parks nestled among rolling farm and forest land, the two counties seem far away from the belching smokestacks and grinding gears of heavy industry. Yet laced among the ski slopes and parkgrounds of this idyllic area is a network of four industrial parks whose amenities have attracted over 30 industries and provided thousands of jobs to the economically depressed Cambria-Somerset area. As the first rail-oriented heavy industrial park in the area, Quemahoning is a valuable new link in the chain of parks lining Route 219, the major north-south artery for the two counties.

The first industrial park in the Cambria-Somerset area was developed in Johnstown in 1964. Since then, parks have spread into Somerset, Ebensberg and now Quemahoning townships. By definition, an industrial park is composed of a group of plants, distribution warehouses or other businesses that are organized and developed along guidelines established for the area. In addition, the site for the park is zoned with utilities installed and ready for industry while continuing management enforces park restrictions.

The industrial parks have had great success in attracting industries enticed by the huge energy supplies in the two counties. The Johnstown SMSA's five mine-mouth generating stations are operated by Penelec, the area's electric utility, and power much of the eastern seaboard, while natural gas supplies are almost unlimited, thanks to the vast network established by People's Natural Gas System. In addition, the combination of an extensive local highway system with easy access to the Pennsylvania Turnpike and a complete rail network places an industry within reach of 16 of the top 20 domestic markets.

After the disastrous Johnstown flood in 1977, however, even these enticements were not enough to attract enough new employment opportunities to compensate for the cutbacks made by Bethlehem Steel when it decided to stop production of forged railroad wheels at its local wheel plant. Flood damages to local businesses compounded Johnstown's economic problems. Between July and August 1977, unemployment in the Cambria-Somerset region skyrocketed 14 percent.

Recognizing the desperate straits the area was in, ARC gave a $100,000 research grant to be matched with a state

Wendy Widner is a summer intern in ARC's Communications Division.

(ABOVE) Railroad access was an important attraction to the Abex officials.

(LEFT) The access road to the plant across Quemahoning Creek was built with the help of ARC highway funds.

allocation to develop a long-range redevelopment strategy for the Johnstown SMSA. The study concluded that the major obstacle slowing economic development in the two counties was the lack of rail-oriented industrial sites.

Tentative plans to establish a rail park in Woodvale in the eastern section of the city of Johnstown were soon abandoned because of the expense. According to Steve Mandes, executive director of the Southern Alleghenies Planning and Development Commission, "when Abex expressed an interest in a 'greenfields site' in the area, however, we were given an excuse to have a rail-oriented heavy industrial park."

Officials in the area desperately wanted to attract Abex, and the best way to do that seemed to be to present the industry with a complete site package, including the necessary room for expansion, rail and highway accessibility, enough water (3,000 gallons per minute) and extensive supplies of electricity and natural gas. The only way that the funding and these site development elements could be put together into a package was to create an industrial park with room for Abex—and other future industries. "The great thing about an industrial park," says Mandes, "is that you can put everything but the hardware in, so that an industry doesn't have to worry about site selection and developing a raw site."

Several sites were possibilities for the park, but Quemahoning Township in northern Somerset county was the most promising for several reasons. Located approximately twelve miles south of the city of Johnstown, the site is well placed in relation to the highway network, while the addition of 5,600 feet of spur track was all it would take to make the park completely accessible to the Chessie railroad mainline running parallel to the property. In addition, high-tension power lines run directly through the 520-acre site, while a 66-inch water main is contiguous to the property. Furthermore, much of the land is flat and the whole area sparsely settled, making it ideal property for industrial development.

Through the cooperative efforts of Johnstown Area Regional Industries (JARI), Southern Alleghenies, the federal and state governments and area businessmen and politicians, a funding package of $6.7 million was created to develop a total of 197 acres. "When a pot like that boils," comments Mandes, "you're not going to end up with a soup that gives you indigestion."

The impressive Abex plant rising abruptly up from the banks of wildflowers lining the access road into the park is testimony to the quality of this public-private cooperation. Where the undeveloped slopes of a mountain once stood there now is a flat terrace and the largest and most technologically advanced railroad wheel foundry in the world, eventually providing work for over 430 employees. Above this level is another large undeveloped plateau with plenty of room for future industries.

Abex is a big step toward the economic revitalization of the Cambria-Somerset area, but even a plant of its enormous capacity can only hire a fraction of the counties' unemployed. For the area to get back on its feet, it is necessary to attract more industry and the spin-off service-oriented businesses that accompany it.

The marketing of sites in the park to appropriate industries is largely the responsibility of JARI and the Johnstown Area Economic Development Corporation, the purchasing branch of JARI authorized to own the Quemahoning property. Efforts are also being made, however, by Southern Alleghenies and Abex to bring in industries providing complementary services so the plants can benefit each other as well as the area. N. George Belury, ex-president of Abex, has indicated that a wheel mounting shop and brake shoe plant may be possibilities for the Quemahoning site. In addition, he has said that "Abex and I.C. Industries have other products, and it may be that Quemahoning would be a feasible location for future development of other parts."

With 122 immediately developable acres left in Quemahoning, the Johnstown area has at least been given a fighting chance against the specters of high unemployment and economic recession that have been haunting it since the July 1977 flood. "Johnstown and the area may be in economic distress," says one JARI employee, "but it has a good heart. We're going to be optimistic about its chance of recovery."

(continued from page 35)

produced, and a cost reduction program to enhance the marketability of the new design. Their competitor in the cast wheel field had transportation advantages because it had plants dispersed throughout the country, and all four of the wrought wheel producers still in business in the United States were located in Pennsylvania.

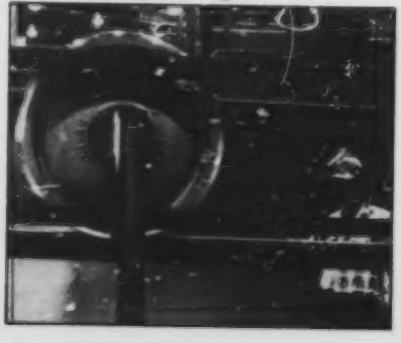
In addition, 13 builders of new freight cars were located within 300 miles of Pittsburgh; so the Johnstown site offered the cost advantage of being only a short hop to the major markets.

George Belury, then Abex president, learned this in a May 1978 briefing at Calera, as did President Robert F. Schnoes of IC Industries, Abex's parent company. Bethlehem intended to cease wheel production on September 30, 1978, and the JARI people immediately got busy. They asked for a meeting with Abex to convince them that purchasing the Johnstown plant and converting it to the cast wheel process was a wise choice.

The meeting was immediately profitable when a rapport was established between the industrialists and the developers. When it appeared that the Bethlehem idea might have its limitations (lack of space for future expansion, for one), they offered to find a new site. A five-hour work session involving Abex, JARI, and state and federal EDA officials was held in Johnstown, and Persbacker began shuttling between Pennsylvania and New York, maintaining liaison.

The Financial Package

JARI offered financial aid, using a consortium of 14 banks, supported by loans and bonds guaranteed by PIDA, the Pennsylvania Industrial Development Authority. The turn-around time on the bank commitment was phenomenal: $8 million within a 48-hour period. The PIDA commitment took a bit longer, but ended with an assured $3.3 million and a virtual commitment that another $3.7 million would be forthcoming. That put JARI within $2 million of its initial goal, and Pasquerilla as volunteer chairman of the Economic Development Corporation and John W. Burkhard, JARI's full-time paid president, undertook to raise the remainder.



(ABOVE) From the rear the 390,000-square-foot plant seems even more massive. (LEFT) At this stage in the manufacturing process, holes are being made in the center of the railroad wheels.

(BELOW) The manufacturing process is a highly automated one; here, a wheel moves on its way toward final polishing.

With projections showing a potential revitalization of rail traffic (especially in the wake of the Arab oil embargo), Abex officials began to think more and more about the future need to be able to expand production capacity. The initial figure for the Calera expansion was 70,000 wheels annually, but the Quemahoning plant is starting at 100,000 wheels. Plant designers convinced their corporate leaders that accommodation must be made at the new facility for an annual production capacity of 400,000 wheels.

Having the site in hand was vital to the plant design, and everyone had to move at top speed to accomplish their tasks. Mandes was contacted to put together the financial package to secure the site on September 29, 1978,

Appalachian Corridor N connects Johnstown with Interstate 70 and U.S. 40.

and by the date of the groundbreaking of the site, April 4, 1979, everything was done.

All parties credit Frank Pasquerilla for his coordinating role in seeing that the timetable was adhered to and all the deadlines met on time.

"Everyone's assignments were laid out by Pasquerilla quite clearly," Mandes said. "Everyone had assigned responsibilities; Burkhard took charge of PIDA; Southern Alleghenies, the site; Frank, the coordination. That more than anything else is what made it fly."

But there was more. There was the clarity of duties and responsibilities; there was commitment and dedication; there was trust; and there was a willingness (because of the circumstances) to make this project the area's top priority.

The site package itself was a complex bundle of funding sources; $2 million from the Economic Development Administration Title 1, $2 million from EDA Title IX, $701,500 from the Appalachian Regional Commission, $82,500 from the Pennsylvania site development program; $330,000 from Section 304 of the EDA legislation (discretionary monies that were made available by the governor on the basis of a phone call), $110,456 from the Somerset County commissioners—liquid fuels funds—and the remainder of the $6.7 million from the special 1977 flood bond issue.

The ingredients had a tendency to shift at times, but strong mutual commitments helped keep the overall wrapping intact. EDA, for example, had originally intended the $4 million to come entirely from Title I, and then had to split the amount between the two titles. For Southern Alleghenies, that meant the submission of two applications instead of one. "That didn't cause any difficulty," Mandes claimed, "but it became their [EDA's] internal problem."

A similar situation occurred with the ARC funds; only on April 2 (with groundbreaking two days away) was it settled that the ARC money would all be supplemental grant money (funds designed specifically to help Appalachian communities take advantage of federal programs).

"We had that flexibility and reliability with EDA and ARC," Mandes explained.

Help from Washington

The reliability underwent a test when it looked as though the local development district was going to have to choose between completing the final phase of the Old Bedford Village project (a historical-village tourist development in Bedford County) or doing the Abex site. The outcome: "EDA understood the necessity of taking both of these," Mandes stated. A meeting of minds in Washington among Representative Bud Shuster (9th District) and Representative John Murtha (12th District) and EDA led to an approval to do both projects.

"It shows how the public and private sector can truly respond to private-sector needs," Mandes asserted. It also demonstrated how effectively the Southern Alleghenies Planning and Development Commission could wield its capacity to serve in an umbrella role.

On Capitol Hill, it was Representative Murtha who played the decisive role. It was from one of the meetings in Murtha's office that the congressman called the governor, who agreed to put up about half the state allocation for the site package on the spot.

Murtha also was invaluable in helping keep everyone to the timetable. "Whenever we met with him, we knew in advance what we had to talk to him about," Mandes explained. Things were very well orchestrated at the local level. Everybody made everybody available whenever needed. People at both ends of the project worked overtime. Everyone was responsive; nobody had to hound people.

Everybody had to trust all the other actors to make it work; they did. When a problem came up, nobody flinched, nobody blinked. They just got down to their shirtsleeves and worked it out.

At grass roots, Pasquerilla had his hands full with local coordination activities: Somerset Development Council was the vehicle for the PIDA loans for the building; JARI's EDC made the local development decisions; Somerset Redevelopment Authority was the applicant for the bond issue; the commissioners of the county were responsible for the liquid fuels funding. There was a whole host

Countryside in Quemahoning Township.

of local applicants that had to be matched up to the funding streams. Southern Alleghenies merely served as the packager.

But there was never any doubt about commitments, on any level; that posed no real problems, the local development district director said.

Getting Ready to Build

While Southern Alleghenies was putting together the finances, Abex was designing the plant. Art Borin and Jerry Johnson, director of facilities engineering for the Abex Rail Products Group, joined the Johnstown shuttle. Borin did most of the field work himself, including the site exploration at Johnstown. The facilities engineering staff would eventually end up doing over 4,000 blueprints for the plant.

The Quemahoning site is twelve miles from Johnstown, on a hillside, about 105 feet above the level of the 100-year flood plain. Its preparation involved sawing into the hillside, extensive grading, construction of more than a mile of access railroad track and more than a half mile of trunk highway, bridges across Stony Creek and Quemahoning Creek, arrangements for sewage treatment facilities and water supply.

Remember, the initial decision had been made late in September 1978 to go for the greenfields site. On November 6, Representative Murtha received word from the EDA that it had approved a $5-million site-preparation package for the projected 529-acre multiuse industrial park in Quemahoning Township. On November 20, Abex President Belury went public with the news, and the grant shifting continued through April 2.

But at the groundbreaking on April 4, substantial grant awards were made: by EDA and by Governor Thornburgh's secretary of the state Department of Community Affairs—the bond issue check.

Mandes says the entire financial package was together by October 23, 1978. It included $6,737,312 in federal, state and local grants, and $17,500,000 in low-interest loans from PIDA, the consortium of banks and JARI's EDC. From then on, the local development district tackled the job of obtaining the necessary clearances and permits; engineering, environmental, archaeological.

Ed Silvetti of the Southern Alleghenies staff managed to crack that last one. Through the state historic preservation office he obtained an inventory of approved contractors who could do prehistoric clearances. Carnegie Mellon Museum was one. The development district provided the needed bulldozer, and in the middle of winter, a team from the museum visited the site to determine if any pre-ice-age artifacts were there.

Environmental clearances were easier; they were done through the JARI EDC engineers or through Abex engineers, Mandes stated.

With that out of the way, Southern Alleghenies put on another hat as prime sponsor of the CETA program in the area and made an offer to Abex for retraining of the labor force. Under the new Title VII private-sector initiatives, three management trainees, two production supervisors, two foundry supervisors, an accountant and a secretary are being prepared to assume jobs at the new facility. Some of the training is taking place at Calera, Alabama—a long way from Johnstown. An on-the-job training program will be used for workers, and the figure Southern Alleghenies is looking at at the moment is 430 employees.

They will be working at what will become the largest wheel plant in the world, one that manufactures both freight car and diesel locomotive wheels, all in the new RPG design.

None of it could have been accomplished without the unique public-private partnership that developed when Abex and JARI decided to do in one year what normal industry standards say takes at least two—to construct and make operational a plant of this size. Nor could it have been done without the Southern Alleghenies Planning and Development Commission, because it wears so many hats.

But the project is on schedule. The plant is now operational. And in it is the start of a newly trained work force that expects to be putting wheels on the cars on the rails—at a rate of 400,000 a year.

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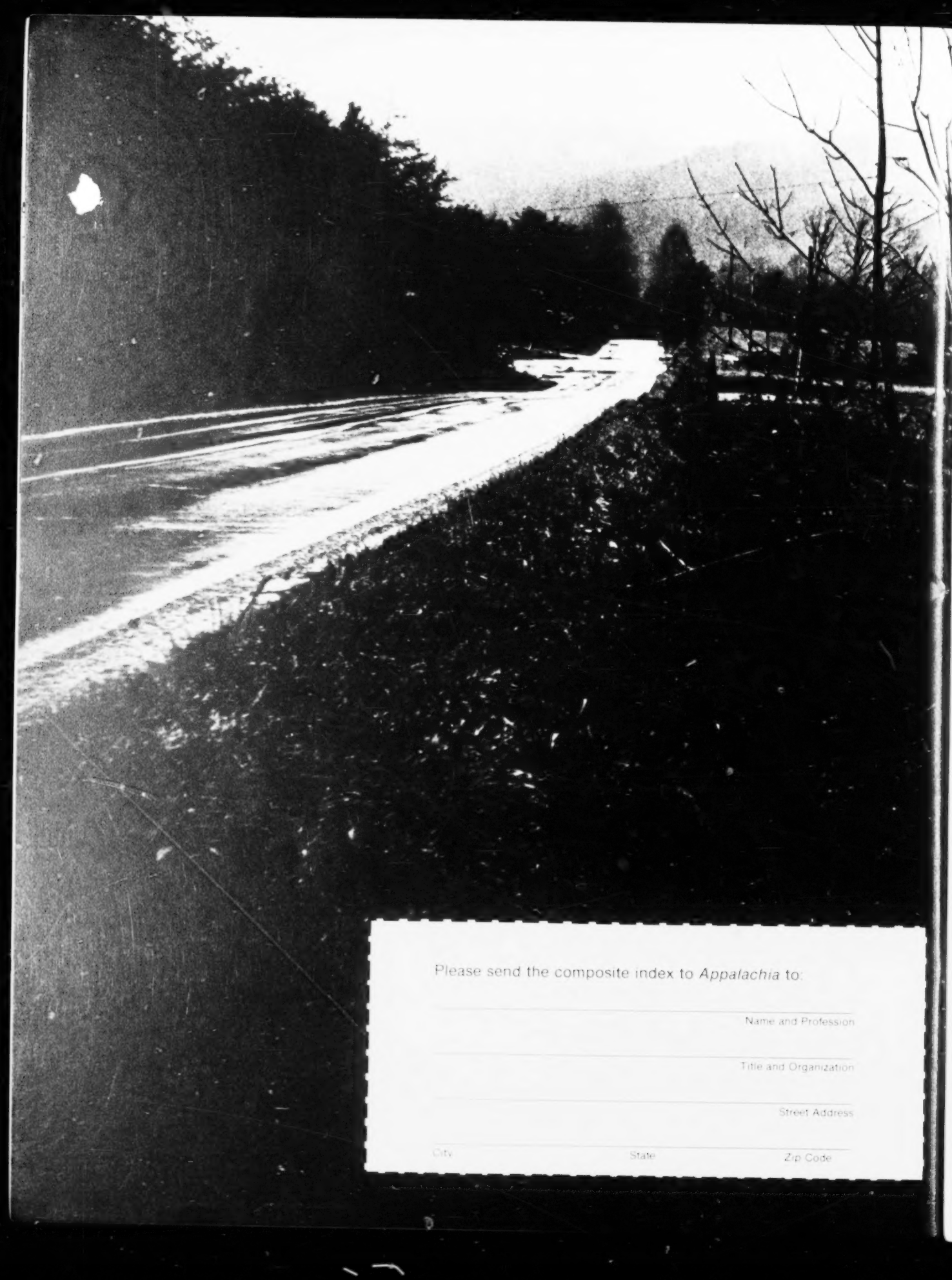

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For administrators, upper-level elementary and special educators and parents of handicapped children, this course is designed to illustrate techniques and methods to integrate handicapped children 3-8 years old into regular classrooms. Graduate/undergraduate level.

This course focuses on the importance of print materials, analysis of textbooks and teaching strategies for developing reading skills in the 5th through 12th grade. Graduate level.

Biological factors, human interaction, social structure and other cultural forces all interact to shape the growing child. This course covers influences on development from the earliest environment in the womb into adolescence. Undergraduate level.

This introduction to business takes a look at how today's business community supplies goods and services within the legal, ethical and economic framework of the United States. It provides interviews with business experts, on-location views of the world of work, the latest business theories and brief historical backgrounds. Undergraduate level.

This course covers finance from budgeting to loans and credit to investments and retirement; it explains recent revolutionary changes in the field of finance—changes in tax and credit laws, consumer legislation, new debt instruments and proliferation of investment opportunities. Undergraduate level.

This series of four programs centers around the lives of two young couples as they face everyday problems. Each session (Consumer Education; Jobs and Employment; Health, Safety and Well-Being; and Rights and Citizenship) develops solutions and ways of coping with the problems depicted. Designed for adult students reading at the 4th-through 9th-grade level.

This course teaches an exciting concept that goes beyond reading to deal with the entire thinking process. It explains how to read faster, understand more, and retain and recall facts by developing skills in scanning, skimming, surveying, absorbing and reading critically. Target audience: professionals interested in improving reading comprehension.

This management series follows the progress of a supervisor as he deals with his own reactions to his job as supervisor, including the planning of his work and selecting, training, motivating and developing employees. It emphasizes how to develop guidelines for the specific tasks that are the core of any job. For both the new and the experienced supervisor.

Through a series of dramatic episodes depicting everyday problems, this series helps parents to understand what their children are experiencing and why they behave as they do. The emotions, thoughts and self doubts universal to parents are dramatically portrayed.

Focusing on problems such as noise pollution, poisoning, insects and pesticides, this series presents actions that viewers may take to help preserve the limited resources of this planet. It also describes solar, nuclear, geothermal and other alternative energy sources. The series is based on the thought and advice of many prominent ecologists.

This series takes an in-depth look at our economic system from five separate vantage points: land, government, people, innovation and organization. Each program presents a fascinating journey through America's economic past and present.

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Construction Completed	1,552.2	641.3
Under Construction	223.8	67.8
Engineering and Right-of-Way in Progress	584.5	77.0

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	13	$ 13.9
Operating Health Projects	739	203.2
Health Construction Projects	214	86.9
Child Development	423	151.4
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.4
MINE AREA RECLAMATION PROJECTS	96	$ 53.2

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	436	$103.1
Higher Education Facilities	240	60.9
Vocational Education Facilities	1,085	353.2
Libraries	153	17.9
Water Pollution Control	976	239.7
Airports	148	17.5
NDEA Grants to School Systems	76	7.2
Other	319	69.1
HOUSING PROGRAM		
Project-Planning (Loans)	101	$ 3.9
Site and Off-Site Development	123	7.0
State Technical Assistance	109	6.5
State Housing Agencies	35	21.1
Other	20	3.6

Appalachia

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS OF REGIONAL DEVELOPMENT

APPALACHIAN REGIONAL COMMISSION

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This Month's Cover

Joan Marcus

Mrs. Donna Wilson works with one of her first graders at Alabama's Constantine School, where a basic skills program is raising students' reading and arithmetic levels.

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Tommy Noonan

Commission Actions Strengthen Program

Meeting in Williamsburg, Virginia, on September 17 with seven Appalachian governors and Al Smith, the federal cochairman, in attendance, the Appalachian Regional Commission (ARC) took a number of steps to strengthen the Appalachian program, in addition to approving preliminary FY 81 allocations to the states:

- The development planning process was refined and strengthened, and Commission policy broadened to allow investments in special development opportunities targeted at hard-to-reach, energy-impacted, emerging and economically declining small communities.
- ARC Code provisions were integrated to give the states greater flexibility in addressing human service needs. Commission policies fostering greater use of existing facilities and equipment and deemphasizing construction of facilities were reaffirmed and strengthened.
- New funding criteria were established for health projects and limitations placed on the funding of medical or health-related equipment.
- Commission policy in the area of solid waste management was redefined.
- A flexible strategy was approved allowing the states to reflect individual state priorities in supporting cultural projects and activities.
- Dr. Harold Morse was approved as the first president of the Appalachian Community Services Network (ACSN). Dr. Morse had been recommended by the first ACSN board the preceding day.

The Commission tentatively allocated funds in the following amounts for the various ARC programs in fiscal 1981, in anticipation of the level of appropriations subsequently passed by the House of Representatives and the Senate, and signed into law by the President:

highway program	$214.7 million
area development projects	112.9 million
ACSN	1.8 million
local development district support	6.0 million

Governor John D. Rockefeller IV of West Virginia, ARC states' cochairman.

State allocations from the projected area development amount follow:

State	Percentage of Allocation Total	Share of Allocation
Alabama	8.98	$10,138,420
Georgia	6.61	7,462,690
Kentucky	9.06	10,228,740
Maryland	4.35	4,911,150
Mississippi	5.75	6,491,750
New York	6.61	7,462,690
North Carolina	7.44	8,399,760
Ohio	7.09	8,004,610
Pennsylvania	12.93	14,597,970
South Carolina	6.70	7,564,300
Tennessee	9.48	10,702,920
Virginia	5.74	6,480,460
West Virginia	9.26	10,454,540

Governor James B. Hunt, Jr., of North Carolina.

Governor William Winter of Mississippi.

All photos in this story by Tommy Noonan

The governors present at the meeting included John Y. Brown, Jr., of Kentucky; William Winter of Mississippi; Jim Hunt of North Carolina; Richard C. Riley of South Carolina; Lamar Alexander of Tennessee; John Dalton of Virginia; and John D. Rockefeller IV of West Virginia. Governor Rockefeller, who was presiding for the last time over a governors' quorum meeting, commented on his experience as states' cochairman:

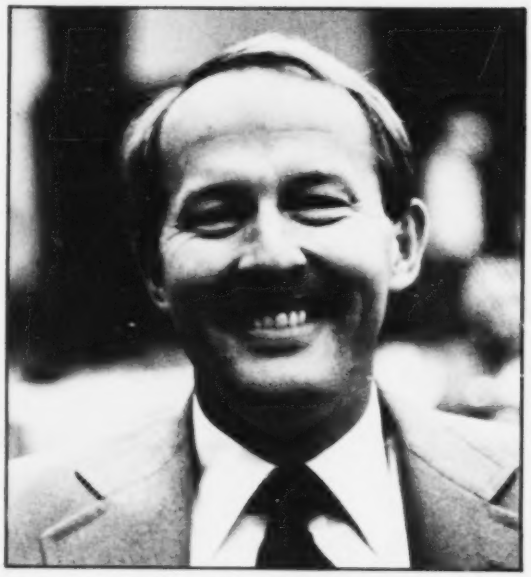
> I think we've had a period of considerable progress. I like very much the idea of the whole regional goals concept, which I worked on at Binghamton. I think we have come to realize that . . . housing, energy and basic skills are fundamental areas that impact a lot on all of us. And there is a sort of a sense that there is more of a regional approach, which I think is important. . . .
>
> I am also pleased that we do have this energy setaside, which I think is very, very important. I think it's fundamental to our future as a region. The $3-million special initiative energy grant makes sense to all of us, and there are twelve of our states—that is, all but one—which are currently participating in that—which is, in and of itself, a good sign.

ARC Federal Cochairman Albert P. Smith, Jr.

Governor Richard W. Riley of South Carolina.

Governor John N. Dalton of Virginia.

Governor John Y. Brown, Jr., of Kentucky.



Governor Lamar Alexander of Tennessee, who will be the next ARC states' cochairman.

As the next states' cochairman, Governor Alexander of Tennessee, who will take office in January, expressed his eagerness to assume this position:

> I look forward to this for three reasons, although I generally don't look forward to chairmanships of anything beyond the responsibilities I already have in my home state.
>
> The reasons are these:
>
> One, I'm an eighth-generation product of an Appalachian family, which has been a wonderful family but has mainly been distinguished, as have many Appalachian families over that period of time, by having great numbers of people who ran away from home to get a job—including my own grandfather, who ran out of the mountains when he was 11, to Texas to get a job.
>
> And the whole literature of our Region . . . is characterized by a lack of opportunity . . . , and all of that economic lagging behind has so fundamentally limited much of what we try to do otherwise to make lives better for people in our area that it has been very discouraging for many, many years.
>
> But the Appalachian Regional Commission has helped that in a very distinct, identifiable and quantitative way. And there are not many government programs you can say that about.
>
> So I'm committed to it for personal reasons.

(ABOVE) Dr. Harold Morse (left), the first president of the Appalachian Community Services Network (ACSN), with Bo Stewart, vice chairman of the ACSN board.

(BELOW) Henry H. Krevor (left), ARC executive director and Francis E. Moravitz, deputy director.

Second, I've had a chance to work with it during most of its existence. When I was legislative assistant to Senator Baker in 1967, the program was only two or three years old. I worked on the Senate Public Works Committee and saw the governors and the senators, and some staff members who are still here today, working with the program. And since that time I guess it's put more than half a billion dollars into our state, maybe more than that. And so I've watched it grow, and I've been able to compare it with other programs . . . . I have no problem suggesting that this program, based on merits, can outperform most other federal programs.

I even played the banjo one time at a meeting in 1968 or 69.

(ABOVE, left to right) Governors Hunt of North Carolina, Riley of South Carolina and Dalton of Virginia.

ARC States' Cochairman Rockefeller discusses a point with Federal Cochairman Smith.

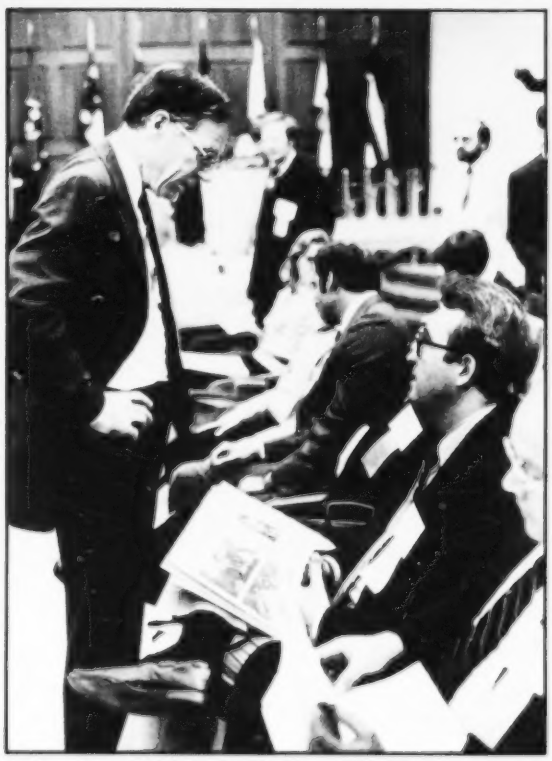
Nancy Brooks, acting states' Washington representative.

(ABOVE) Governor Hunt of North Carolina (right) indicates to his alternate, J. Paul Essex, Jr., the location of a highway under discussion.

Governor Brown of Kentucky and ARC Executive Director Krevor exchange views.

The third thing that interests me is that this program, with the uncertain life of revenue sharing upon us, may represent the best experiment in what has become a lost area—that is, federalism, the idea of respecting the Congress' right and duty to have a concern about the money it appropriates, but at the same time reserving to the states the role of spending it in the most effective way.

We assume we know what Congress is doing. When we identify four shared areas of concern, I appreciate their willingness to believe that we know what *we* are doing.



Before the meeting begins, Governor Winter of Mississippi converses with some of the alternates.

Making Things Happen:
Industrialization in Carrollton, Georgia

By Bill Blanton

A community's economic and social mix has to be enriched by many additions—new roads, new schools (particularly vocational schools), new community facilities like libraries, sewage treatment plants and day care centers . . . and of course new jobs—before the community has the foundation it needs to advance to a new stage of development. And this process doesn't occur in a few days.

This article describes the 15 years and the whole series of changes that it took to bring about such progress in one Georgia community.

Bill Blanton is a freelance writer and photographer.

There's an old saw about the three kinds of people in the world: Some people, so the saying goes, *make* things happen. Other people *let* things happen. And then there are those who merely exclaim, "What happened?"

That saying is as true of communities as it is of individuals. But one Appalachian town which hasn't simply let things happen is Carrollton, Georgia, a community of about 15,000 persons located 50 miles west of Atlanta close by the Alabama state line.

Carrollton, the county seat of Carroll County, used to be an agricultural center, a cotton market that also had a couple of textile mills.

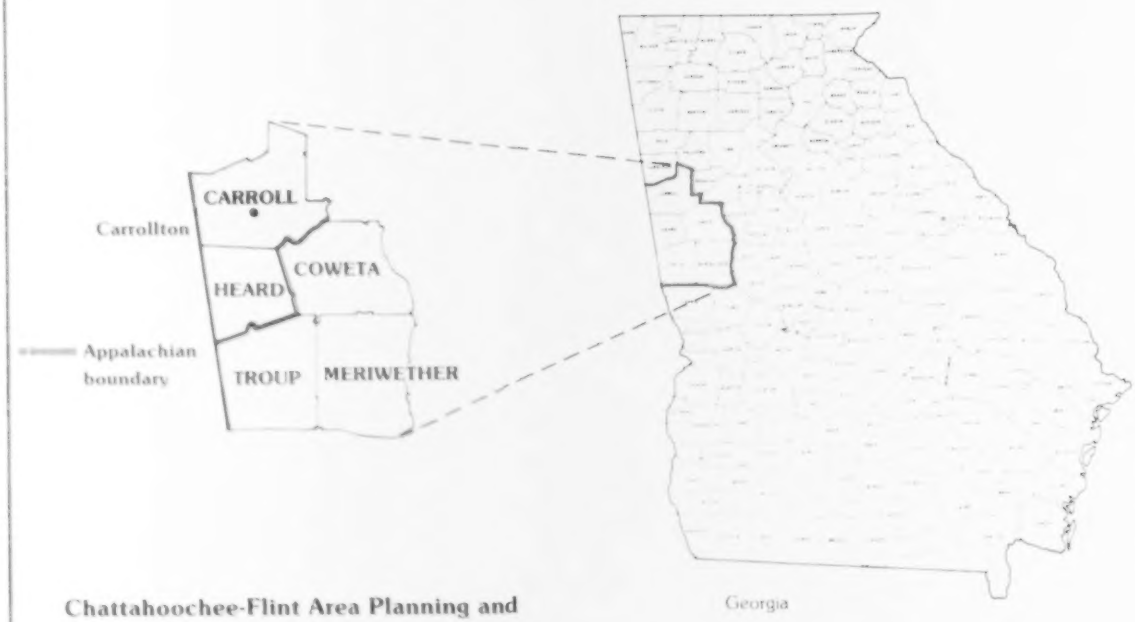
But in the years after World War II, the town—and the county as a whole—faced a dilemma common to many other southern farm market towns: agriculture and textiles were on the decline, particularly as sources of employment. If Carrollton and Carroll County were to prosper, basic changes had to be made in the local economy.

Economic Mix

It's obvious today that people in Carrollton and Carroll County made things happen by meeting that challenge. Agriculture and textiles still play important roles in the local economy, but they aren't the mainstays any more. Instead, almost 50 percent of county employment is in 61 industrial firms that produce everything from copper and aluminum wire to poultry parts to automobile trim to stainless steel tubing to furniture to clothing to toys to wood and rubber products.

The city of Carrollton and Carroll County are within the area of the Chattahoochee-Flint local development district, which covers two Appalachian and three non-Appalachian counties (see the map below). Chattahoochee-Flint has assisted the city and the county in acquiring over

Location of Carrollton, Georgia



Chattahoochee-Flint Area Planning and Development District

Appalachian Georgia

All photos in this story by Bill Blanton except where otherwise indicated

$4 million in Appalachian Regional Commission (ARC) funds since 1966. ARC funds also pay the salaries of two full-time professionals on the staff of Chattahoochee-Flint—an economic development/tourism planner, and a health and child care planner, both of whom serve Carroll County and Carrollton as well as Heard County, the other Appalachian county in the Chattahoochee-Flint district. Area-wide planning functions have also been headed up by the local development district.

"Carroll County is an excellent growth area within Appalachia," comments Claude Fullerton, executive director of Chattahoochee-Flint. "This economic growth has not come overnight, however. It has been developing over several years, thanks to the excellent local leadership and regional cooperation within the government and business communities."

Early next year, there'll be a new ingredient in that economic mix. That's when the Columbia Broadcasting System (CBS) will open in a Carrollton industrial park what will eventually become the world's largest record and tape manufacturing facility. By 1984, the 740,000-square-foot plant is expected to provide an additional 3,000 manufacturing jobs.

CBS chose Carrollton in 1978 after a search effort that involved more than 300 towns in seven states. Groundbreaking ceremonies for the new plant were held on October 17, 1978, with Georgia Governor George Busbee present.

The industrial growth which has taken place in Carrollton and Carroll County has stimulated other kinds of development. Carrollton Mayor Tracy Stallings sums up some of the things that have happened over the years: "We've become an industrial center, a commercial center, an educational center, a medical center. When I drive through shopping center parking lots here in Carrollton, I see almost as many cars with Alabama tags as I do cars with Georgia tags. We're drawing people from the rural counties in Alabama over here to use our facilities and to shop at our stores."

Stallings' windshield observation about his town's commercial health is supported by statistics. From 1970 to 1979, retail sales in Carroll County have increased by more than 300 percent, from $52.3 million to an estimated $221 million, according to state figures.

The well-being of its business sector, combined with the willingness of local citizens to vote in a local option sales tax, has let Carrollton have one of the lowest ad valorum tax rates in west Georgia, $17.50 per $1,000 of assessed property value in 1979.

Bill Nunis, executive director of the Carroll County Chamber of Commerce, claims the county is developing a recession-proof economy. That's due, he says, to diversification and to the location in the county of industries that are noted for stability during times of economic crisis. An example: almost 3,000 county workers are employed in two clothing factories. The clothing industry, says Nunis, has traditionally shown strength during recessionary times. Another example: Southwire Co. in Carrollton employs about 3,500 persons and is the largest privately owned manufacturer of electrical wire and cable in the world. Because of its worldwide markets, Southwire has been able to weather economic turndowns.

There's another factor that has helped keep the county economy strong. Dr. Carole E. Scott, an economics professor at West Georgia College in Carrollton, explained it in an interview with the local paper, the *Carroll County Georgian*, earlier this year: "We are different from any other area surrounding Atlanta because we don't depend on the city for industry. The significant part of the population works in the county."

That uniqueness has its advantages. When a downturn in real estate and construction caused an economic crunch in Atlanta this year, Carroll County was not greatly affected. Unemployment in the county has consis-

Mayor Tracy Stallings of Carrollton.

The Southwire Company manufactures electrical wire and cable in Carrollton.

tently run lower than it has in the state or nation. The peak in recent years was 7.7 percent in 1975. At that time, the state unemployment level was 8.6 percent.

The decision by CBS to locate its record and tape facility in Carrollton is the most visible sign of the success of the development effort in Carroll County, but it's only part of the story.

The drive to attract industry and diversify the economy goes back quite a few years, to the fifties and sixties, when some farsighted community leaders recognized the problems facing Carrollton and Carroll County and decided to do something about them.

One of the men most active during that time was John Robinson, a Carrollton pharmacist who was mayor for a while during the sixties. "In the early fifties," Robinson says, "there wasn't anything here but a couple of textile mills, and they were at the lowest end of the textile business. When they shut down, everyone was laid off.

"But people had been away from home during the war," he continues, "and they came back with some new ideas. So we started having meetings, mass community meetings, to see what we could do about bringing jobs here."

Planning for Development

One thing that came out of those meetings was development of an active chamber of commerce that, through the years, has worked diligently to recruit industries to the county.

Something else stimulated by the meetings was a commitment to long-range planning. In 1957, an amendment to Georgia's Planning and Zoning Enabling Act gave towns the authority to form planning commissions. The Carrollton city council immediately responded by selecting a nine-man planning commission and becoming the first town in the state to apply for and receive financial assistance for planning.

John Robinson, former mayor of Carrollton, has been active in development.

Two years later the planning commission and a consultant published "Carrollton Looking Ahead: A Plan for Carrollton's Future." That survey, which contained the basic elements of a comprehensive plan, predicted that the county would be affected by the growth of Atlanta and by the completion of two Interstate highways—I-20 to the north and I-85 to the south—sometime in the early seventies. It foresaw the eventual changeover from rural to urban and urged the city fathers to hasten the economic adjustment from agriculture to manufacturing by investing in the necessary infrastructure, by expanding community services and facilities, by developing industrial sites, and by continuing to plan.

A leader in Carrollton's industrialization efforts has been A.R. McGukin, a local banker.

The city council's first response was to give the planning commission the go-ahead to develop building codes and zoning and subdivision ordinances.

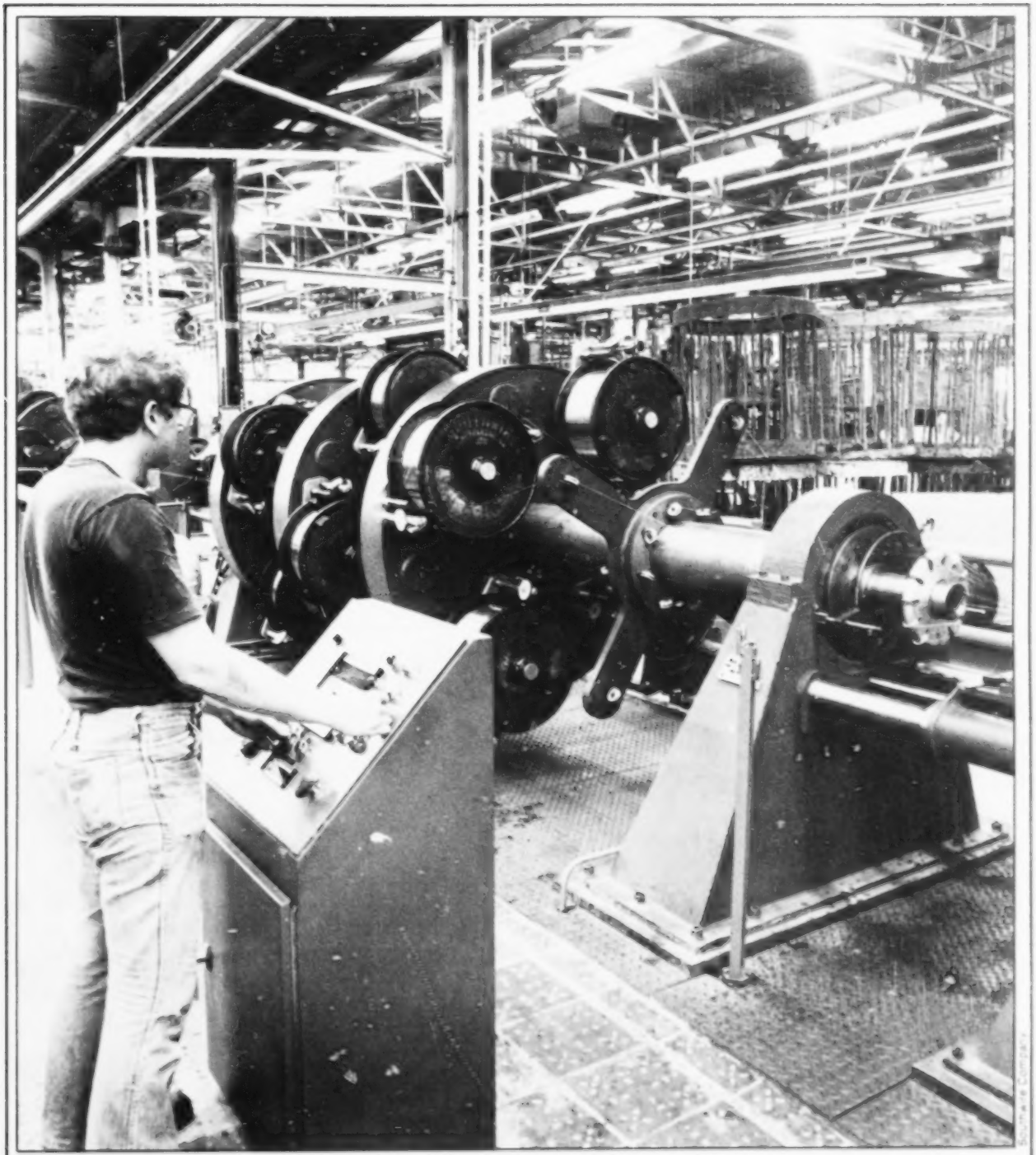
According to A.R. McGukin, a local banker who has been one of the leaders of the industrialization effort, the zoning ordinance and the public education program that went along with its adoption were key factors in Carrollton's early success. "If I had to identify one action that started things off," McGukin says now, "it would be in the fifties when the city and informed citizens became involved in adopting zoning and subdivision regulations. That was an action on the part of government taken in the best interests of the citizens themselves. And the people saw the benefit.

"The regulations were adopted before there was much interest in development," McGukin adds. "We grew into them. If it'd been ten years later, we would have had difficulty because of selfish gain. But we were fortunate. We saw the problems they were having in Atlanta, and we avoided them.

"Since that time," McGukin says, "we haven't had much trouble selling the people. Had that bogged down in petty politics, we'd have been in trouble . . . but it didn't."

McGukin cites another beneficial influence. That was the assistance given Carrollton and Carroll County by the Engineering Experiment Station of the Industrial Development Division of the Georgia Institute of Technology.

Behind that long title is an innovative idea. The Georgia Institute of



The Southwire Company is a major employer in Carrollton.

Wayne Hodges directs the West Georgia area office of the Georgia Institute of Technology.

Technology, or Georgia Tech, as the highly regarded state engineering school in Atlanta is more commonly known, has branch, "extension" offices throughout the state that provide direct technical assistance to Georgia industries. The West Georgia area office is under contract to the Chattahoochee-Flint local development district to serve its five counties. The office has also worked with communities and development groups which are trying to attract new industries. Wayne Hodges, who has been director of the West Georgia area office since 1972, was extremely active in the drive to land CBS. In fact, the first contact between CBS and Carrollton came through his office.

In 1962 and 1963, Georgia Tech published two studies for Carrollton which included an industrial site survey, an audit of retail and wholesale activity, and a study of the need for vocational-technical training in the county.

That seemed like a lot of studies to some folks. In 1968, Dudley Crosson, the Carrollton town manager, told a reporter for *Appalachia*, "At times it seems like we have been studied to death." He recalls that one health survey was so thorough that the town learned it had one pig and five rabbits.

But Crosson is the first to admit that the studies served their purpose. "They told us what we needed," he says, then adds, "About that time, this developer from Atlanta came down here to look around. John [Robinson] and I drove him around, and he told us, 'You've got a nice town here, but you don't have a damn thing to show anybody.'"

"That led to the planning effort," Crosson says.

Using the Georgia Tech studies as a guide, the planning commission and city council drew up a long-range public improvement plan that was submitted to federal and state agencies in 1964.

The public improvement plan gave community leaders a "shopping list" to guide future development. The question then, was how to fund the projects they considered essential.

Assistance from ARC

That question was answered the next year, in 1965, when Congress passed the Appalachian Regional Development Act.

Leroy Childs is the director of the ARC-funded Neva Lomason Memorial Library.

All at once, John Robinson says, "we suddenly found that many of the projects we had on our list for 10-15 years away were immediately in reason."

The first chore tackled with Appalachian assistance was to improve the water supply. In the early sixties, Carrollton faced an acute water shortage that made industrial expansion impossible. The city went together with the local soil conservation district and constructed a 308-acre lake north of Carrollton that stores 650 million gallons of water. The lake also provides the county with a recreational attraction. Later Appalachian Act funds

The man-made 308-acre Lake Carroll is a source of water and recreation for Carrollton.

were used to build a sewage treatment plant to take care of Carrollton's pollution problems.

The water and sewer projects were only two of many that would be accomplished with the assistance of Appalachian funds. The more than $4 million invested by ARC in projects in Carroll County range from direct stimuli to development, such as an access road into the Carrollton Industrial Park, to human services programs, such as day care centers for the children of working mothers.

Phil Whitlow, then administrator of the Appalachian Program in the Georgia Department of Community Affairs, talked about ARC involvement in the area in an interview in the *Carroll County Georgian* this fall: "Carrollton has always been a growth area," Whitlow told the *Georgian*, "and we try to put dollars where there is an economic base." Whitlow told the local paper that since most of the ARC grants were made as supplementary assistance to grants from other federal agencies, this made it possible for more federal money from other sources to come into the county than would have been the case otherwise.

That observation seems to be supported by information compiled by Chattahoochee-Flint which shows that Carroll and Heard counties, the only two Appalachian counties in the district's five-county area, have received more than half of all federal and state grants awarded to the district since 1966.

"The fact that CBS went in there into an area where ARC investments had helped supply the industrial site with water, sewer and an access road is something that interested us," Whitlow said.

Library, Vocational-Technical School and Airport

Three projects that were high on everyone's shopping list in the mid six-

(LEFT) An instructor helps a student in a Carroll Tech drafting class.

(RIGHT) Town manager Dudley Crosson (foreground) inspects the ARC-funded sewage treatment plant.

ties were a regional library, a vocational-technical school and an airport.

The Neva Lomason Memorial Library came into being largely due to the generosity of one man, William K. Lomason, who was president of the Douglas and Lomason auto trim manufacturing company in Carrollton. As a memorial to his wife, Lomason donated the entire amount needed to make up the local share, thus enabling the local library board to obtain federal assistance from ARC and through the Library Construction Act. The building was constructed in 1968.

Today, the library is a regional facility with a quarter of a million volumes and nine branch libraries in four other counties. In 1979 the library achieved its goal of loaning out 100,000 volumes in one year, and Library Director Leroy Childs has now boosted the goal to twice that amount. The library has an extensive collection of research and educational material for readers of all ages, and Childs says if a reader doesn't find what he wants and there is sufficient interest to warrant the cost, the library will get whatever is needed.

Next on the list was a vocational-technical school.

People in Carroll County had long known the value of training programs for prospective employees of manufacturing plants. When Roy Richards, the founder of Southwire, first started talking about the possibility of locating a wire and cable plant in his hometown, one of his former professors at Georgia Tech advised him against it because of the lack of skilled labor in the area. "The only tools most of those people over there ever used were an ax handle and a plow stock," the professor told Richards.

That advice proved incorrect, of course (and the professor, Major A.A. Case, later came to Carrollton to help Richards train workers for Southwire), but community leaders knew industries would not move into the county until they could be assured of the availability of skilled workers. Carrollton had long been an educational center for western Georgia due to the location of West Georgia College in the town, but there were no facilities to train people to do skilled manufacturing work.

With ARC assistance, the county school board went ahead with construction of the Carroll County Area Vocational-Technical School.

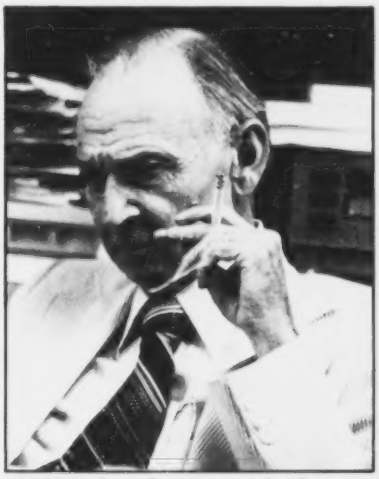
Now, Carroll Tech, which opened its doors in 1968, offers programs of study in more than a dozen fields for its 500 or so students. Moreover, the school will gear courses to meet the specific requirements of particular industries. Director Jack Cox says, "Training is very important to an industry coming into the area. We can tailor a training program to fit their needs. If we have the staff, we'll use them. If the company has somebody on their staff who can provide the training, we'll use them. It's just that simple."

Cox says people are in Indiana right now developing a training program for employees of the new CBS plant. When the record and tape facility opens its doors, trained workers will be ready to do the jobs that need to be done.

When it comes to planning programs that will help people find work in industry, Cox says, "I don't even ask the state department of education if I can do it. I just do it. Our sole purpose is to put people to work in areas where they can succeed."

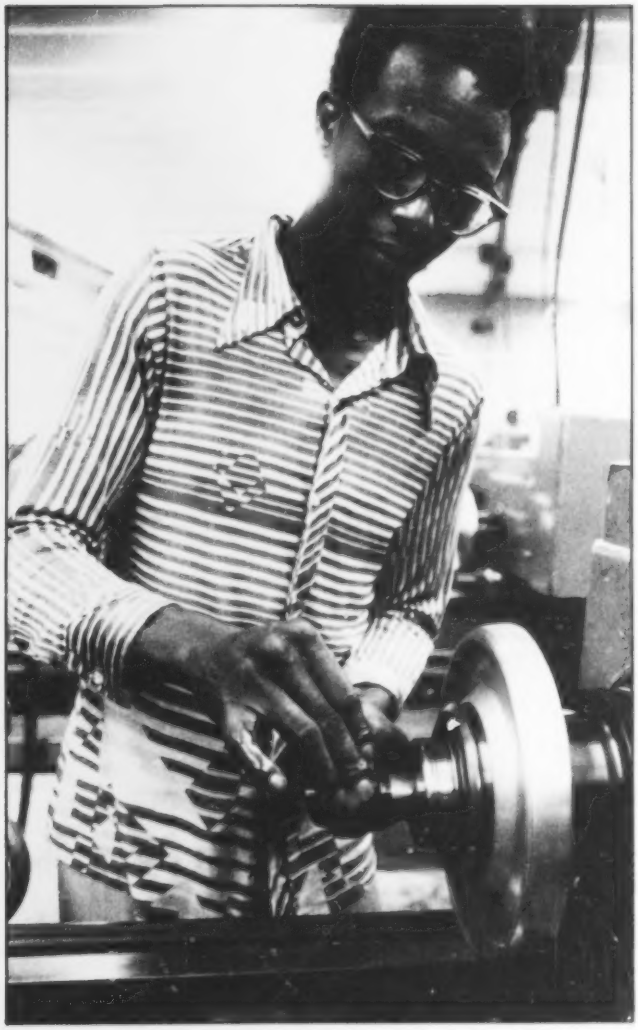
Wendell Hoomes, Carroll Tech's coordinator of postsecondary education, points out that programs can also be tailored to meet the needs of individual students. "When a student comes to us with a career objective," Hoomes says, "we try to provide a program that will allow him to achieve that objective."

The Neva Lomason Memorial Library is an important regional facility.



(ABOVE) Jack Cox directs the Carroll County Area Vocational-Technical School.

(ABOVE) Wendell Hoomes is Carroll Tech's coordinator of postsecondary education.



Carroll Tech gears courses to meet the requirements of specific industries. Machine shop (ABOVE) is always a popular course.

Students who can't meet minimum standards in reading and math have an opportunity to upgrade those skills in a developmental lab that also introduces them to particular fields of study.

Cox and Hoomes are pleased with the results their flexible program has achieved. Of the 192 graduates in June of 1980, 9 continued their studies. Of the 183 therefore available for employment, 146, or 80 percent, were employed in the field they did course work in or in a related field. That is a sign, says Hoomes, that the school is making the right connections between industries and persons who want to gain the skills needed to let them enter the job market or who want to acquire new skills which will let them further their careers.

An airport was another priority for Carrollton in the late sixties, and in 1968, the city joined forces with the county and adjacent Haralson County to construct the West Georgia Airport a few miles north of Carrollton. Local industries provided the matching share for ARC funds.

The airport, which has a 5,000-foot runway and offers services for private and corporate aircraft, is one of those things, says town manager Dudley Crosson, that every town needs. "You don't ever know what the effect of something like an airport is on industrial development," Crosson says, "but to have a well-rounded community you've got to have one. It's like a library or a hospital or any other community facility." Crosson points out that Southwire's two Lear jets use the airport frequently, and he says that CBS was interested in its availability.

Financing of Projects

Many other projects were under way in the late sixties and early seventies. The city did an urban renewal project, started work on a bypass around the business district, built recreation facilities and started recreation programs, extended water lines and continued to improve water and sewage treatment facilities.

All of those projects were expensive, and all required local as well as federal and state funds. For a time, that meant tax increases. In many communities, the difficulty of getting citizens to pay higher taxes to raise the local share for projects has meant the projects simply weren't undertaken. That wasn't the case in Carrollton. The city council raised taxes without a word of protest.

Southwire Company

The Southwire Company's jets make frequent use of the West Georgia Airport near Carrollton.

"We didn't make a big to-do over it," Crosson says. "We just told them about it—why it was needed—and they accepted it."

Bonds were also issued to pay for public facilities. Again, local citizens cooperated. In fact, no bond issue has failed in Carrollton or Carroll County in recent years. Between 1961 and 1968, the city passed bond issues for $1.6 million for schools and recreation facilities and $1.4 million for water and sewer projects. In the past six years, Carroll County citizens have voted in bond issues of almost $7 million for the expansion of public facilities.

In addition, two years ago, Carrollton residents voted in a "freeport exemption," a local option that exempts industries from paying taxes on the inventory they hold at the beginning of the year. At the same time, they passed a local option sales tax that last year paid for almost all of Carrollton's governmental services.

Why have citizens been so willing to respond to the developmental effort? John Robinson says it's because the town and county were "dealing with things where they could actually see the results, like water and sewer and schools." And, he adds, "People had confidence that what we said would happen would actually happen. There were delays, of course, but once a project got into the pipeline, they knew it was going to be finished."

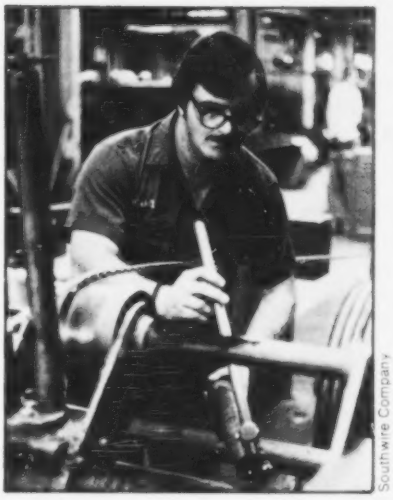
A.R. McGukin adds to that, "All of these things were done in an environment of openness and honesty."

Industrial Park

In 1969, community leaders took a major, direct step toward bringing new industry to the area. That was the year in which the Carrollton Payroll Development Authority purchased 100 acres of land with the intent of making it into an industrial park.

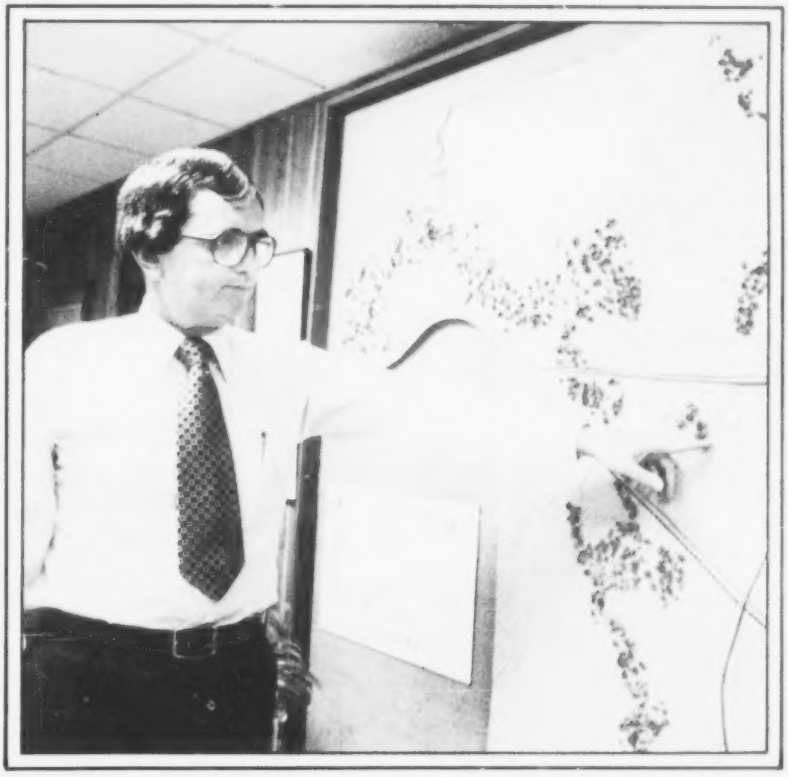
The Payroll Development Authority, which had been authorized by act by the Georgia legislature in 1963 and brought into being through referendum in Carrollton shortly thereafter, had already been using its power to issue tax-free revenue bonds to help existing manufacturing plants. (Between 1965 and 1977, the authority completed nine bond issues totaling $11,170,000 to help industries locate in Carrollton or expand or improve their facilities). In 1969, the members of the authority wanted to do something more direct to attract new plants to the area by purchasing land that could be used for development.

Once the land was purchased, the authority and the city took the gamble of installing utilities, providing water and sewer services, and constructing an access road into the development. ARC provided Appalachian Act funds to help finance the project, and the



Southwire Company

Many Southwire Company employees have received training at Carroll Tech.



Bill Nunis, executive director of the Carroll County Chamber of Commerce, pinpoints a detail inside the Carrollton Industrial Park.

Chattahoochee-Flint development district and the Georgia Tech area office helped plan the layout of the park.

By 1974, the investment in the park had begun to pay off. A toy manufacturer, Sun Products, moved into the park that year. It was followed by Maplehurst Delli-Bake, which produces frozen dough for sale to retail outlets, then by a Georgia Natural Gas Service Center, two trucking companies, and Gold-Kist, Inc., a poultry processing plant.

In 1974, local private developers, the West Georgia Industrial Group, purchased from Atlanta real estate investors 359 acres adjacent to the 100 acres owned by the Payroll Development Authority and incorporated them into the industrial park.

In the next two years, more investments were made. The state constructed a "quick start" vocational training facility in the industrial park. The center is one of five in the state designed to train people in required skills in the shortest possible time. The state pays the cost of instruction and provides the classroom space in the center while industries provide the equipment. The quick start program complements the vocational courses offered at Carroll Tech and in local high schools.

In 1978, Carrollton was ready for CBS.

After an initial survey of 300 possible locations in seven states, CBS narrowed its search down to Carrollton and one other Georgia town. The company required a site of 80-100 acres (it eventually took 140), with rail and all utilities, including high-pressure natural gas. The site had to be suitably laid out for a 600,000-square-foot building (the actual plant in Carrollton will be 740,000 square feet).

The Carrollton industrial park met all those criteria, but it was the final stages of negotiations, in the town's willingness to deal with potential obstacles, that tipped the scales in favor of Carrollton.

For example, CBS wanted underground utility lines to enhance the appearance of the plant and certain other improvements made to the site. The local bank extended a line of credit of over $400,000 to guarantee that these changes would be made.

CBS also wanted additional land available in case of future expansion. Privately held land—some of it used as a junkyard—was available for purchase, but at a cost which exceeded the amount CBS had allocated. The chamber of commerce and the Payroll Development Authority had someone negotiate with the owner of the land about the price. Bill Nunis of the chamber recalls that the negotiator said, "Whoa, boys, don't send me out there to bargain; send me out to buy it!" So that's what they did. The Payroll Development Authority borrowed money from a local bank to make up the $80,000 difference between the purchase price of the land and the sum CBS had allocated.

(ABOVE) The CBS record and tape facility is under construction in the industrial park. (RIGHT) The truck terminal in the park is constantly busy.

Public-Private Cooperation

A.R. McGukin, who was president of the Payroll Development Authority (and the local bank) at that time, cites the incident as an example of the cooperation that has been so important in Carroll County. "Private and public interests worked together," he says. "Private interests were working with CBS, but public interests came in to underwrite the effort when we needed to move the junkyard."

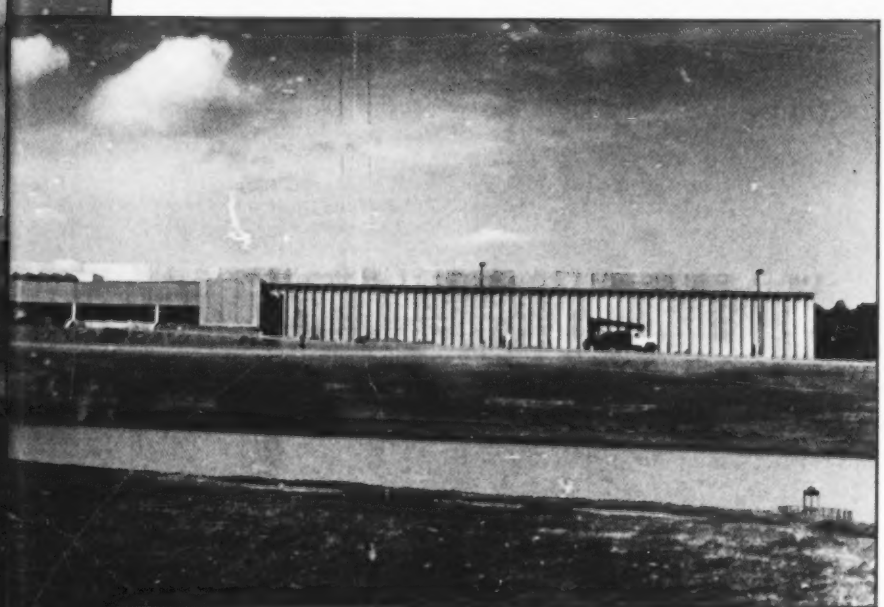
In some places, McGukin says, that kind of public-private cooperation wouldn't have been possible because people would have been upset over the junkyard owner making such a profit on his land. "But nothing was said about it here," he adds, "because it was in the interest of the whole community."

Another thing which impressed CBS, and, indeed, impresses practically every visitor to Carroll County, is the excellent relationship between county and city governments. Carroll County government rests in a single Commissioner of Roads and Revenue who is elected by countywide elections.

The commissioner, Horrie Duncan, says county and town work well together, "because I insist on it. The people who live in the city are county taxpayers just like those who live in the county. We have to give those people the same kind of service we give the others.

"If they [city officials] need my help, they ask for it. When I need theirs, I ask for it. All of us try to work together for the betterment of the people in Carroll County."

Duncan cites several joint city-county ventures undertaken since the watershed and the airport back in the sixties. In 1975, Carroll County and Carrollton combined resources to add an annex on the courthouse for county and city offices. In 1979, they built a public safety facility which houses a new jail plus headquarters for city police and the county sheriff's department. This year, they just completed a jointly funded fire station, and now Duncan is working with the other towns in the county to build two more fire stations.



Plans for the Future

After so many years of hard work to stimulate the local economy, after the successful effort to land the giant CBS plant, one would think that civic leaders in Carrollton and Carroll County would be ready to rest on their laurels.

That's not the case at all. The chamber of commerce is currently engaged in a drive to double its membership. Parks Burton, a Georgia Gas executive who heads up Carroll 2000, the promotional arm of the chamber, says his group is working right now "to upgrade the attitude of the community about what the county needs."

"You get a little complacent after you catch a big industry like CBS," Burton admits, "but it's time to get go-

ing again. You have to keep priming the pump, so to speak."

To that end, this fall the chamber sponsored a "red carpet" tour of Carroll County for developers and industrialists who might be interested in the county.

Why such a desire to continue the developmental effort? Dudley Crosson has an answer: "We graduate 600 students every year from high schools here. They want jobs. Years ago they would have left, but now they want jobs here. So we need to work to provide those jobs."

Parks Burton adds an afterthought to that: "Probably the greatest service we can perform is to upgrade the types of jobs we have. We'll do more for the economy and more for the community if we can do that. We need trained people and high technology industries."

So the work goes on. In Carrollton, city officials are talking about expanding the airport, constructing another bypass around the town, upgrading water and sewer facilities again.

Other towns in the county have begun to follow the example set by Carrollton. Villa Rica has an industrial park of its own and has formed an industrial development authority like the Carrollton Payroll Development Authority.

Through the efforts of the Chattahoochee-Flint district and with the assistance of ARC funding, some innovative human services programs are being tried in the county. One is a residential day care program which places one to six children in the homes of individual providers instead of in a center. Children are able to stay closer to home than if they were in regular centers, and the program is a source of income for the providers. It's designed to help low-income mothers who would like to get into the work force do just that.

Thinking back over some of the things he's seen in Carrollton and Carroll County, Tracy Stallings says, "When you take all factors into consideration, this is one of the best places in the country to live. It has a good economic base. The proximity to Atlanta offers cultural advantages. There are good recreational facilities and programs. The quality of life is good."

Dudley Crosson is more succinct: "We've got some pretty good folks here. We've had a lot of problems, but we've been able to solve most of them."

And John Robinson adds, "In the end, we've made it work."

(ABOVE) The recreational facilities at Lake Carroll include tennis courts and playgrounds. (RIGHT) A new ARC-funded program provides day care by using homes instead of centers to care for small numbers of children.

Appalachian Views

This is the fourth in a series of interviews with Appalachian citizens who discuss, from the perspective of their own experiences, the forces that affect development in their areas. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, the interviews present a picture of life in the Region today as it appears to people who call it home.

A Concerned Citizen from Kentucky Speaks

I don't mind one bit saying that I'm Clifford Prichard's wife, Florence. I guess that doesn't make me much of an ERAer, but I just can't be bothered with all the new liberation business. I *feel* liberated—that's what's important . . . .

Now I'm not going to tell you my age. Let's just say I'm a grandmother. Clifford and I both grew up here in Barbourville, Knox County, Kentucky. We bought our home in 1942. It was built by my uncle in 1910. And there I go getting into dates just when I said I wasn't about to discuss age.

Florence Prichard. Jim Prichard

My main interest for the past seven years, actually my burning interest, has been flood control. That's what I really want to talk about in this interview. Some people tell me that flood control's all I ever seem to talk about—as if I were a fanatic or something. They're probably right . . . .

We know all there is to know about floods, Clifford and I do. They say a major flood happens every ten years. When I heard that, I said, "Heck, why not? Everybody's house needs to get cleaned out every ten years." But lately, these floods have been coming just about every year—bad floods, I mean. This past winter they skipped us, thank God.

What's causing the recent floods? I know for a fact that it's the irresponsible way we uncover and/or cover this good earth of ours. Along with a total disrespect for the Region's delicate watershed.

I hear some say it's due partly to the way people in these parts plant their crops right down to the edge of the river, forcing topsoil to fill in the river bed. This extra soil in the river then brings on the floods when the rains are heavy.

But I look back, and I don't believe all the agriculture ever done around here during all the years it's been going on can make the changes and cause the problems that one scoop of the big strip-mining equipment does. When the new director of the Tennessee Valley Authority, Mr. Freeman, I believe his name is, flew over this area, he said that bombs couldn't have done as much damage as he saw on that trip.

And then there's all the covering of the good earth with parking lots and houses and highways over land that used to absorb the rain water. But it's the strip mining of coal that does the greatest harm in the shortest length of time. I mean, we seem to use the good earth as though we have a spare one in our hip pocket. And that's just not the way it is . . . .

This is a fine place to raise children. The best, if you ask me. But it's true about our job problems—there's just not enough work for the kids when they grow up. There's lots of people who are trying to bring more industry to the area, but it's my humble opinion that the mountains just don't lend themselves to a lot of industry, especially big industry.

They say that you can't drink the water in underdeveloped countries and that you can't breathe the air in ones that're developed.

Seems to me we need to find more innovative ways to create employment here, what with being right in the center of some of the country's best hardwood forests and all. Small industry is what we need. Like the fellow I know who was in the house-building trade in Knox County. He found that he was always held up trying to get the parts he needed, especially steel window frames and doors. He had to send off for these materials to some place way beyond the Mississippi River. So he decided to set up his own little East Kentucky Steel Company. It employs six or nine people. And it's clean—no smokestacks and no mysterious goo going into the river. That's what we need more of . . . .

Eastern Kentucky's the garden spot of the world. And I mean by that that it's produced some very valuable crops, namely its people. Why, Clifford and I travel all over the country, and you'd be surprised at the number of ex-Kentucky hillbillies we meet who have important positions and who are doing great things. One man, the administrator of a huge hospital in Phoenix, Arizona, is right from Harlan County.

Which brings us back to the employment situation here. If someone asks me what our biggest business is here, I'd have to say we're in the export trade—we export too many of our finest young people to other towns and states across the nation. We need to hold more of them here somehow . . . .

I suppose I do get involved in things, especially flood control, that most other women in these parts would just as soon not mess with. But it's got nothing to do with being an ERA-type, you know. I attribute my interest in such issues as child abuse and flood protection to having grown up in a home with a mother and father who were just common-sense people. Dedicated people. Loving people.

I'm the oldest of nine children. I like to say that my baby brother and I are distantly related.

My mother treated every human being with gentleness—children, poor folks and rich folks. At her funeral, a little eleven-year-old girl came over to my mother's casket, looked at her lying so peacefully there and said to me, "Mama Evans always took the time to speak to me." And that's the kind of basic education I received.

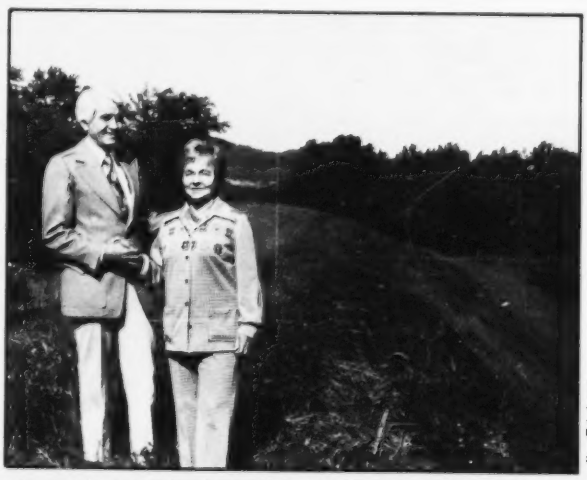
But back to flood control. We organized ourselves into an official group, the Upper Cumberland Flood Control Organization, about seven years ago. We're all just ordinary people—business people mostly from around the neighboring towns and counties in the Upper Cumberland district. We haven't been able to get any state or federal support, dollars I mean, but I keep writing legislators and anyone else I can think of. I wrote the Appalachian Regional Commission, too. So far, though, my only response has been friendly encouragement . . . .

The Army Corps of Engineers met with us way back in 73 just as we were starting. We attracted 2,000 people to that meeting over in Union College's auditorium. People here are genuinely concerned.

Let me be a little more graphic about what happens around here in a flood. In 77, Barbourville had to be evacuated. We managed to get enough sand bags to save the downtown area (that's where our little furniture store is located), but other areas were done in. The whole first floor of our home was flooded—as high as the mantlepiece in our living room. We live across the street from the river. Others were hit much harder than we were, that's for sure. No one was killed in that flood, thank the Lord, but it sure does something to people's spirit . . . .

And I ask you, what kind of a solution is the one that says: if you people don't want to get flooded out year after year, why, just pick up and move off the flood plain? Ridiculous and heartless. I don't think any new buildings should go up on the plains, but to expect people to leave home places that are dear to them is just plain dumb. Shouldn't something be done to stop the river overflowing, especially since it isn't our fault that it floods more often than it once did?

I know I get worked up about this, but it's so important . . . .



Jim Prichard

Mr. and Mrs. Prichard stand on the flood wall that had to be sandbagged in the 1977 flood.

There have been some positive moves forward on this whole thing. The Corps is talking about constructing diversion channels near Barbourville, and I know that Harlan has plans to clear the streams around it and may even dredge the river some. But getting some kind of big dam built won't help us, because if a dam goes up, it may save one area, say Barbourville, but then another town, Pineville, Harlan or elsewhere, would be flooded. No, what we need are a better dike system, diversion channels and a deeper river bed . . . .

Come to think of it, the lack of good quality water in this area may be an even more serious problem than flood protection. In a flood you just run to the top of a hill if you have to, but when you need water, you need water. Sure, there's plenty of water in the river (obviously too much at times), but it's really not fit to drink, and the cost of filtering it is tremendous.

Related to the clean water problem is how we get rid of our solid wastes. This county doesn't have a broad system of dumpsters—only some central areas where garbage is picked up. And if you don't have a good garbage-collecting system, you can't go out and tell people to stop dumping their refuse over the river bank or along the road. Of course we have a landfill area, but after what I've read about the dangers of such dumps, you know, gases build up and make it dangerous to build atop a dump . . . .

Will we ever get some really good flood control measures around here? I just don't know. It won't be for my not trying, that I'll tell you. You hear such different stories from all the parties concerned. The Corps says it can't do anything unless it has an okay from Congress. Congress says it only approves flood projects that are passed on by the Corps. I'll tell you my philosophy on the whole thing. Listen to this little story:

> *A little child found riding in a car very monotonous. No sooner would she and her mother and father start out on a trip than she'd begin to ask, "How much further is it? Do we have much further to go?" So when they had chosen a vacation spot about nine hours away, they laid down the law —not one time was she to ask, "How much further is it?" They had not gone more than two miles when she said, "Mommy, will I be alive when we get there?"*

I'm probably a skeptic. I've been around a long time, and been working on the flood problem for years. After a while you do begin to wonder whether you'll still be alive when something gets done. But I don't give up easy, do I, Clifford? I'll keep writing and calling and attending meetings. Sooner or later things will work out for the best . . . .

Jim Prichard

Mrs. Prichard stands in front of a Barbourville flood gate down which water poured in sheets in the 1977 flood (visible in the photo she is holding).

The interviewer was Mercy Hardie Coogan.

A Double Dose of Basic Skills . . .

Joan Marcus

Basic skills resource teacher Gwyn Parsons of the Constantine Elementary School gives individualized attention to a second grader.

By Mercy Hardie Coogan

Harry Truman had it on his desk when he was President—the sign reading "The Buck Stops Here." The adage gets a lot of use these days, probably because there seems to be a new emphasis on accountability, especially in politics, business or, as in this article, education.

What is happening, or not happening, as the case may be, in our schools is of serious moment to people in- and outside academia. There are countless finger-pointing contests conducted all over this country in which an effort is made to saddle particular persons, institutions or methods with blame for the inability of so many American youngsters to read at, or even near, grade level, to write intelligible sentences or to do simple math. In the state of Alabama, however, Governor Fob James has decided to suspend these usually nonproductive contests. Instead, he has adopted the Truman maxim on buck-stopping and launched a statewide counteroffensive against what all educators agree is a problem: the lack of good basic skills among children at the elementary school level.

"It's not that I'm an expert about this," admits Governor James. "It just makes good sense. If kids in grades K through six don't learn—and I mean really learn—the fundamentals of reading and math, I seriously doubt that they'll ever completely master

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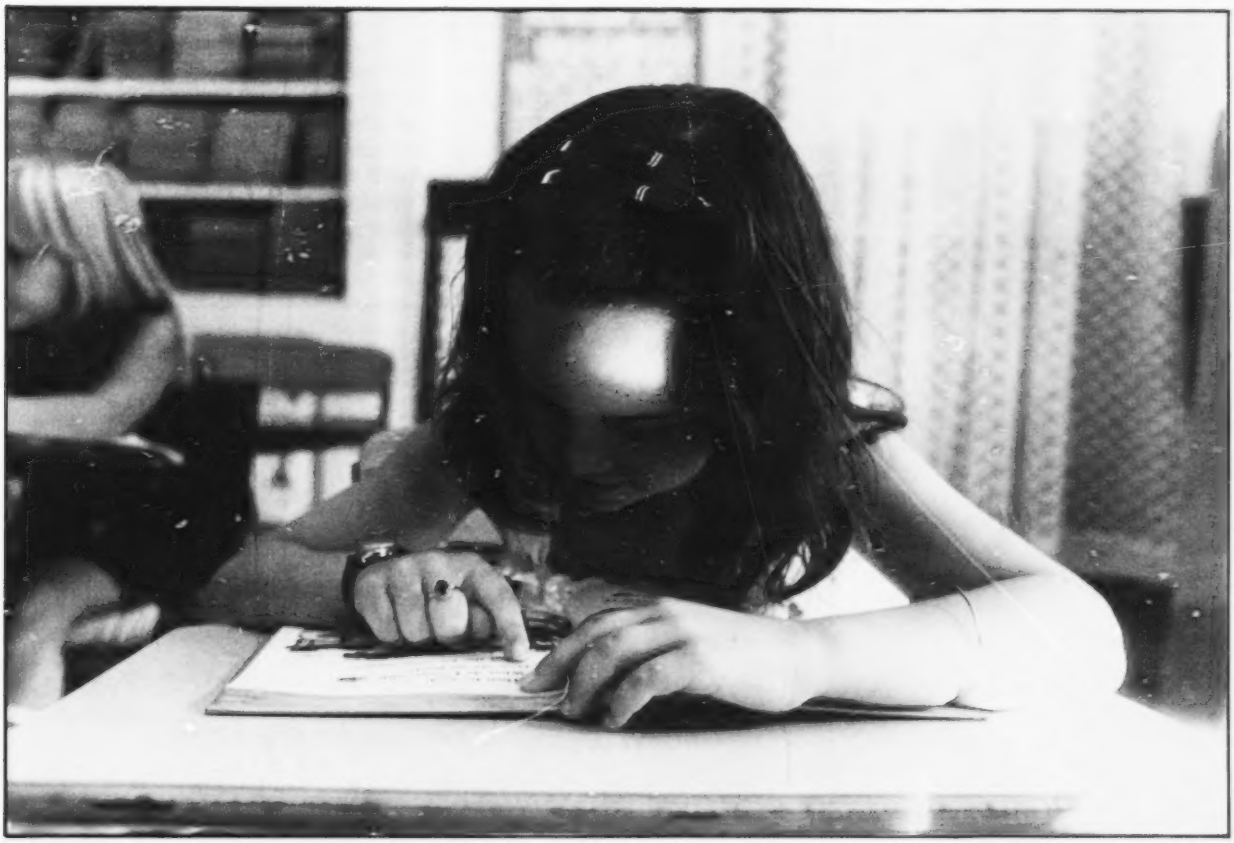
Mercy Hardie Coogan is on the staff of *Appalachia*.

for Appalachian Alabama



Joan Marcus

A Jonesview Elementary School pupil works on her reading skills.

them. And without them, life's going to be pretty much a downhill affair. By not getting the message across to kids, especially those in the first three grades, we're asking for a lot of trouble in years to come. All the fancy remedial programs and elaborate teaching machines you hear about just aren't doing the job. If education's going to work, it has to furnish young students with the basics—I mean, get to the problems before they turn into problems."

Since 1979, when James took office, state money has pumped life into a basic skills program especially tailored for Alabama's needs. The governor's program has established four regional teams, each of which is composed of six specialists, two in reading, two in language, one in math and one with experience as an elementary principal or supervisor. The teams work directly with teachers in devising classroom techniques that stress the most fundamental learning skills a student needs. And at least one of the state teams has helped set up a series of mini-courses for parents who want to learn how they can work with their children to reinforce skills learned in school.

" 'Back to basics' sounds a little trite, no doubt," says Ted Spears, who coordinates the state's basic skills program, "but that is the sum and substance of what we're doing. The Title I federal program [compensatory education for economically and educationally disadvantaged children] would've solved all our problems 20 years ago if audio-visual equipment

Alabama Governor Fob James.

were the answer. Our money, though, goes toward building up each school's basic skills supply depot with strong teachers and with good usable materials. And in just one year's time, we've had some very positive results as indicated in higher test scores. This program really works."

Basic Skills ARC Style

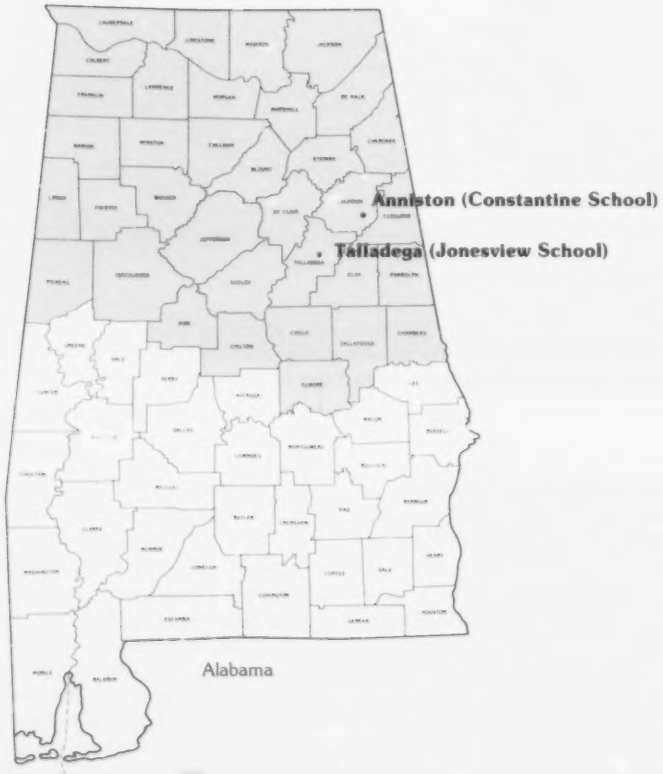
In addition to what everyone involved calls the governor's basic skills effort, Dr. Spears also coordinates the Alabama Appalachian basic skills program, which is funded by a $500,000 grant from ARC and which affects ten school systems in the state's 35 Appalachian counties.

Defined as a demonstration project (that is, a model project which, if proven feasible and successful on a small scale, may later be expanded and/or duplicated elsewhere), the ARC grant supplies each of ten schools with $50,000 to be used more or less at their discretion for basic skills development. And it not only complements the state program, but also provides a little body English—an extra edge, so to speak—to help each of the participating schools get nearer to its overall educational objectives.

Governor James had requested all interested school systems in the state to submit applications for grants under another part of his basic skills program. Applicant systems had to present detailed plans as to how they expected to attain the state-adopted basic skills objectives and were ranked on the basis of the feasibility of their plans, the need for improvement as evidenced in tests, their potential for maximizing the awards involved, and the enthusiasm and creativity apparent in their leadership and teaching staffs. After ranking, the top 12 responding school systems were awarded grants, with some of the grants going to Appalachian school systems.

The Appalachian project then used this same ranking to select for the demonstration project the top six Appalachian school systems which had not already received grants, with four more added the next year. Once selected, the schools work closely with the regional basic skills teams in assessing their instructional strengths and weaknesses, in coming face to

Appalachian Alabama's Basic Skills Projects



All photos in this story by Joan Marcus

face with all the schools have going for them and with what they need to make their students' foundation in basic skills sturdier.

"The real beauty of the ARC program," Ted Spears points out, "is its flexibility. It allows each school to fashion the tools it feels it needs and will find most useful in bringing basic reading, writing and math to *all* its children. Few educational programs work this way. Most offer grants to help the very slow learner or the gifted or migrant children or the like; most prescribe a very specific course of action. With this one, however, the schools design the kinds of supports for basic skills that can be used by all children."

Two Schools: The Program at Jonesview . . .

Something exciting goes on at the Jonesview and Constantine elementary schools in northeast Alabama—both of which reap the double benefits of belonging to the Appalachian basic skills project as well as receiving advice from the teams in the governor's program.

A first-time visitor to these schools senses a certain up-beat atmosphere about each place. And, especially if the visitor has some years of elementary school teaching experience under his or her belt, the "something different" about the schools is immediately noticeable, almost tangible. It is more than the bright colors on the walls and in the hallways, or the cheerful room decorations. And more than the well-stocked libraries or the spic-and-span condition of the buildings and the grounds. Clearly, the extra-positive vibrations present at both schools are radiating from the children and adults. Learning is happening. Real teaching is happening.

Ellen Spraggins is one of the people who make the Jonesview school very much a "going proposition." Thanks to the ARC grant, she was hired last year as the school's special resource

Basic skills resource teacher Ellen Spraggins works with kindergartners at the Jonesview Elementary School.

teacher, a job she performs with great verve and imagination. In addition to paying Ms. Spraggins' salary, the school chose to use some of its ARC dollars to convert its little-used gym into a learning resource center—a bright, multicolored place filled with all manner of basic skills paraphernalia: educational games, individualized reading/math/spelling programs, cubicles with tables and chairs, automobile tires recently painted and cushioned and turned into comfortable (for children, anyway) floor seats, tape recorders with several headsets attached to them, to mention just a few items.

"When we found out we had the $50,000," recalls John Norton, Jonesview's principal, "we called together parents, teachers, our area's basic skills team and our county supervisor and set about planning how to use the grant to the best advantage. Fifty thousand might not sound like much money to a big university, but to us it was a small fortune."

During the first six months of the grant period—from January to May, 1980—Jonesview spent about half its allotment outfitting the resource center with supplementary materials, buying library books (15,000 books were added to the library, doubling its original number) and acquiring sundry supplies like file folders, crayons, etc. In addition to Ellen Spraggins' salary, salaries for three teachers' aides and for one part-time sixth-grade teacher (to relieve Mr. Norton of his teaching duties so that he could devote full time to his instructional leadership role as principal) were included in the school's initial outlay.

But such a simple list of expenditures tells nothing of the most important impact on Jonesview as a result of its "ARC inheritance." Now, for the first time, the school has the needed personnel and materials to carry on a well-coordinated basic skills program that reaches all its children, from kindergarteners to sixth graders, from very bright children to youngsters being served under Title I—all its children. Every Friday, classroom teachers let Ellen Spraggins know what skills they hope to emphasize in their classes the following week. In this way, Ms. Spraggins knows just which supplementary material various groups of children who visit the resource center will need. So, for example, when the second-grade teacher sends one of her reading groups to the center for some basic skills reinforcement, Ms. Spraggins is prepared to drill them on the consonant blend *pl* or *dr* or on some other phonetic fine point that coincides with their regular classroom work and to use the specially designed supplemental materials to help get these points across. Students who have mastered their skills assignments in class may visit the center for some general independent enrichment that does not require Ellen Spraggins' actual participation. This means that while the resource teacher is working on, say, the ins and outs of decimal points with fourth graders, the fifth-grade teacher may send four or five of her more accomplished scholars to the center for 20 minutes or a half hour to enjoy a library book or play Scrabble or engage in one of the many learning games available to them. And though Ms. Spraggins is busy with the decimal point group, she is also present should the independent studiers need her assistance.

A youngster at Jonesview works independently in the school's resource center.

"The kids realize that independent activity time is a privilege that they can lose if they don't conduct themselves properly," says Ellen. "And most are using the time to their best advantage. They know we're not just trying to keep them quiet with busy work. The teachers have really tried to explain the philosophy behind our establishing this resource center, and I believe it is working well.

"I don't think anyone knows what's the best way to teach children basic skills. If we knew, we wouldn't be changing our methods as often as we have been. I work hard thinking of new approaches to use to get the message across. I use some old-fashioned ideas and try my own new ones. But mostly I work hard."

But plain old elbow grease of the type referred to by Ellen Spraggins is not limited to Jonesview's teachers. Parents have, in the past six months, contributed hours and hours of their time and muscle to sprucing up the school and to helping plan for future improvements. John Norton says that the ARC grant provided the spark needed to get parents involved. It got the school board so enthusiastic that they found enough money to purchase a few dozen gallons of high-gloss enamel paint to liven up the school's faded, tired-looking halls and ancient furniture. The ARC grant was used to employ a full-time resource teacher and buy excellent basic skills supplementary materials.

"You talk about using a little money to go a long way," remarks Annette Cox, who heads the state basic skills team that works with Jonesview. "These folks have budgeted the ARC grant so well and have benefited from teachers' and parents' donated labor to such an extent that the school has enjoyed a genuine renaissance in physical appearance as well as in the pride that is now demonstrated by students, their parents and teachers."

Students at the Jonesview Elementary School benefit from a coordinated basic skills program in which regular classroom work is reemphasized in resource center sessions.

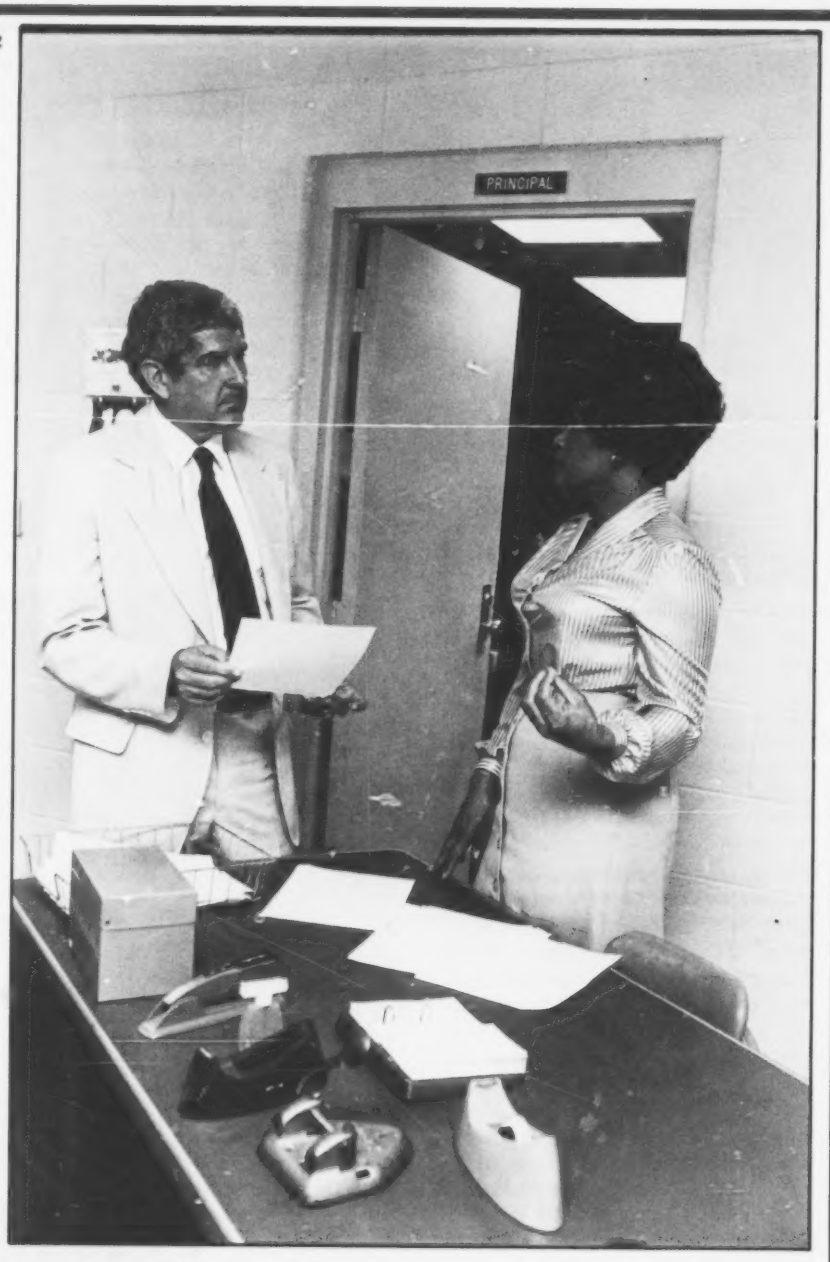
. . . And at Constantine

And what is happening at Jonesview is also happening at the Constantine School in Anniston—except with a little different twist. When Constantine's principal, Naomi Grier, and faculty learned of the school's good fortune in receiving the ARC grant, they, like the people at Jonesview, began taking stock of themselves and their school.

"It became clear to us quite early," says Ms. Grier, "that our greatest need was for some kind of arrangement that would bring parents in closer touch with the school. This, coupled with a strong basic skills program, particularly in the primary grades, was the best way to help our students help themselves to learn. We simply felt that unless we could really reach parents, let them know what it is we're trying to do for their children and invite them to join us in formulating our future educational goals, we would never achieve any really permanent success."

Unlike Jonesview's rural setting in Talladega, Constantine is situated in an industrial neighborhood where most residents are transient. Most students' homes are in a huge housing development located several blocks from school; 93 percent receive free lunches at school, which means that the economic footing of their families is at best shaky. And many children are from single-parent families and must cope with the particular difficulties of that arrangement.

"Most of the children who grow up around here get very little support at home," explains Ms. Grier, "especially the kind of support young people need to do their best in school. This is partly due to the parents' lack of time—most parents work—and to their lack of educational experience. Many parents just don't understand or care whether their children read well or not. And unless we get backing from parents, no amount of basic skills programming will do the job proper-



Naomi Grier, principal of the Constantine Elementary School (right), confers with Dr. Ted Spears (left), coordinator of the Alabama Appalachian basic skills program.

Mary Bolton (right) serves as Constantine's link between parents, the community and the school.

Mary Bolton was hired with money from the ARC grant to provide liaison with parents. (In addition, the $50,000 grant pays the salaries of two basic skills teachers and was used to purchase supplementary basic skills materials.) Her main work is to get parents more involved in their children's education at Constantine. Ms. Bolton, a former teacher at Constantine, has no impressive degrees in sociology or psychology; instead she possesses a special gift for understanding people and their needs in a way that makes them know she sincerely cares about them and is willing to roll up her sleeves to help them however she can.

"Often, very often," Ms. Bolton says, "a child's school problem is due mainly to a home problem. And unless something can be done to ease the trouble at home, whether it's helping to find someone a job or getting food for a family or something else like that, the poor child is not going to master anywhere near the number of skills needed to do well in school. I'm contacting all parents, not just those who have children with learning difficulties, and am requesting that they join us here in one way or another so that together we can increase the children's chances of performing better in school."

Once the school faculty determined that its primary need was for someone like Mary Bolton, it began to consider what else could be done to improve the environment for the basic skills program and allow it to develop into a strong schoolwide system. Classroom discipline problems and the lukewarm-to-stone-cold self images so many youngsters held of themselves surfaced as two particularly needy areas and have received special attention. Early in this school year, for example, all Constantine students were presented with a list of their rights and responsibilities—a formal statement that lets them know that, while they are individuals who possess definite, legitimate privileges, these come to them with specific responsibilities attached. The first right states:

> *I have a right to be happy and to be treated with compassion in this school: this means that no one will laugh at me or hurt my feelings.*

And the accompanying responsibility reads:

> *I have the responsibility to treat others with compassion; this means that I will not laugh at others, tease others or try to hurt the feelings of others.*

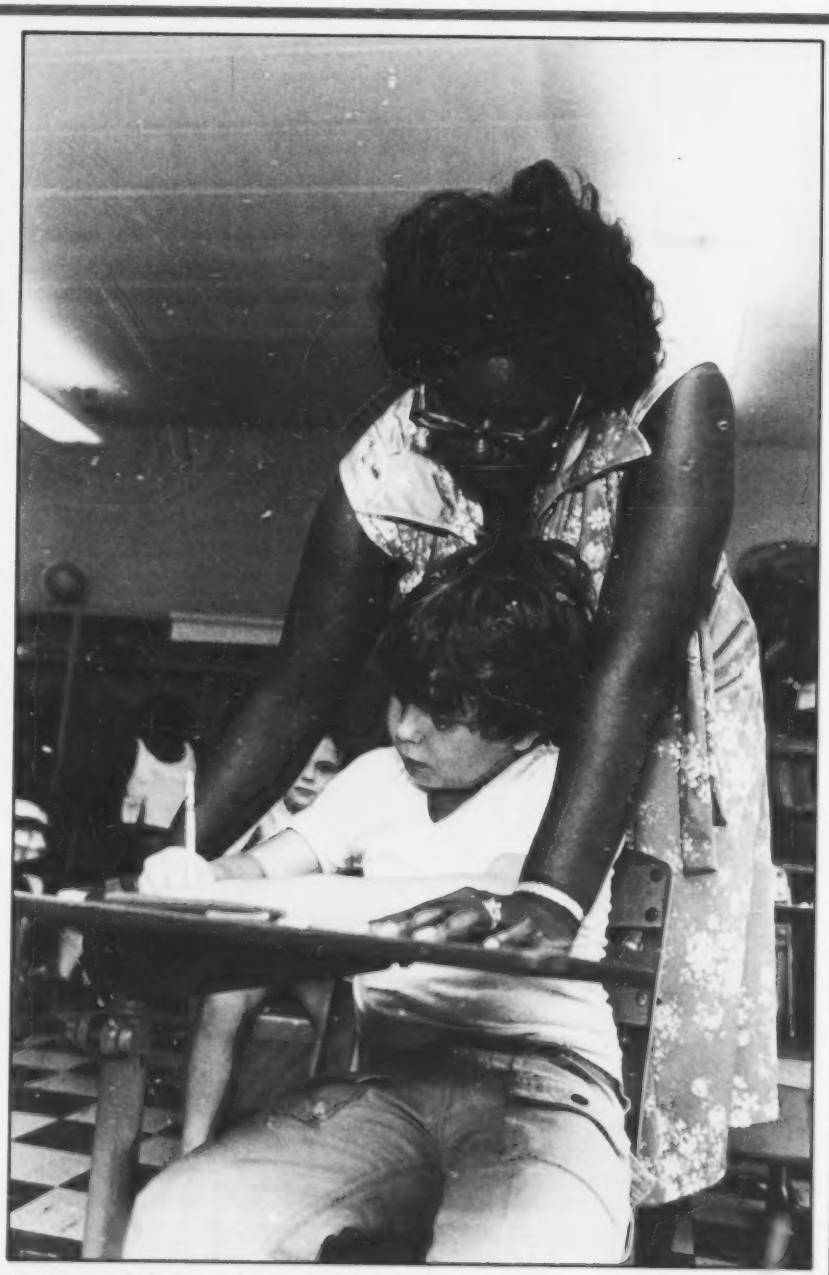
"The Appalachian grant brought with it," Ms. Grier says, "a need for us to gather round and carefully plan. In the process we learned that we have to make planning—setting practical goals and objectives for ourselves—a lasting part of our operation here. Long after the ARC funds have been spent, we'll still be reaping the benefit from them."

Measuring Success

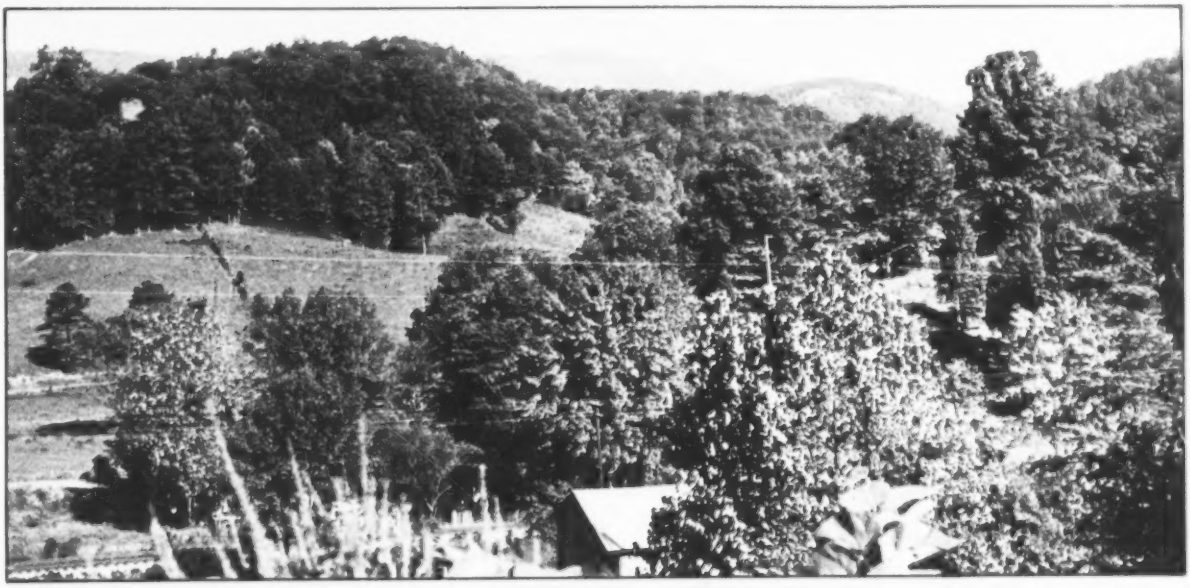
Alabama has the sixth highest illiteracy rate in the country. In addition, the state ranks forty-fourth in public school per pupil expenditures. That these two conditions enjoy a relationship not unlike the one between Siamese twins is all too obvious to Alabama's Office of Education and to Governor Fob James—which of course explains the governor's and the Appalachian basic skills programs, as well as other serious efforts aimed at reversing the two sorry statistics.

Every spring most public and private schools administer the California achievement tests to their pupils. The scores are used to measure schools' standings nationally and to indicate whether the educational level at a given school is going up or down. In some of Alabama's elementary schools last spring's tests revealed impressive gains. But state officials are reluctant to attribute the rise to either the very recently begun Appalachian program or the year-old governor's program. Certainly the enthusiasm of parents and teachers is a major factor in changing things for the better, but only a longer period will offer proof that there is a lasting improvement.

What is important now and probably will remain important in the long run, however, is a constant determination on the part of teachers, school administrators and state educators to make the teaching and learning of basic skills a top priority. Maintaining the momentum, the enthusiasm, for basic skills is the real challenge to Alabama—as it is to every state, every educational system, every elementary school.



Mrs. Donna Wilson works with one of her first graders at Constantine.



Will Fitzgerald

A Smile for the Face of Anderson County

Will Fitzgerald

Teacher Betty Sellers is trained by the Anderson County program to examine each child's teeth.

By Will Fitzgerald

Since it was first established in 1965, the Appalachian Regional Commission has had a commitment to improve the health care available to citizens of the Region. In the years the Commission has existed, the gap between the availability of services to Appalachians and to the rest of the nation has been narrowed more in the field of primary health care than it has in dental care. Yet health experts have pointed out over and over that poor dental care leads to many other kinds of health problems. Most dental experts favor fluoridation as a measure that has proved successful in preventing dental disease.

After the November 1978 conference on raising a new generation in Appalachia, the Commission passed a resolution stating that "consistent with the need for increasing emphasis on prevention of disease and the existence of dental disease as one of the major health problems of the Region, the Commission encourages the states to support local efforts to fluoridate water supplies."

This article describes the efforts of one Tennessee county to promote fluoridation and to improve the general dental health of its citizens.

Will Fitzgerald is the communications officer of the East Tennessee Development District.

Confusion and noise is considered the norm in a class of 20 or so preschoolers. A complete minute of silence is virtually unheard of.

But it happens once a week in the schools of Anderson County, Tennessee. It is a phenomenon known as "swishing time," part of the dental program called "Project SMILE," sponsored by the Anderson County Health Council and partly supported by a grant from the Appalachian Regional Commission.

"Swishing time" is the occasion for fluoride rinse treatments for children in kindergarten through the sixth grade. Each child, with parental permission, swishes a carefully measured cupful of fluoride solution in his mouth for one minute, then spits it out. The teachers have been professionally trained to administer the program properly. The regular class program is barely interrupted, and the teacher has a golden moment of almost total silence.

Dental Education Begins

The health council has existed in Anderson County since 1968, and a dental program has always been a part of it. "At first," states program coordinator Jeanie Bertram, "we just provided dental education in the schools. We organized volunteers who went into the schools and gave brushing demonstrations and passed out toothbrushes.

"Then we kept having experiences in which children would come up to a volunteer after her talk and ask her to 'Look at it, it hurts.' The volunteers weren't trained in examinations, but they could see the terrible conditions some of these kids were living with.

"We started trying to take care of the worst cases by pulling abscessed teeth, and we worked out an arrangement with the local dentists to do extractions for five dollars a tooth."

Bertram admits this was a stopgap measure, barely scraping the surface of the problem, and its inadequacy quickly became evident. "We got into a situation in which we were pulling teeth that it would have been possible to save," she says. "What we needed was more preventive programs and more dental time."

The preventive program began by having preschoolers brush in school. SMILE provides teachers with a toothbrush for each student. Then, every day after lunch, the teacher and students "dry brush" their teeth in the classroom.

Bertram says that, contrary to popular belief, it is the process of brushing, not the use of toothpaste, that cleans teeth. She maintains that the importance of toothpaste is primarily the fluoride treatment that it gives your teeth.

The preventive program also includes presentations to the children on

Program Director Jeanie Bertram talks to preschoolers at the South Clinton Elementary School about care for their teeth.

All photos in this story by Will Fitzgerald

basic dental care. For the smaller children, Bertram uses props, such as "Tommy Tooth" and "Sugar Bug," to hold their attention and keep the discussion on a level they can understand and identify with.

The need for more dental time was partly eased when the state Department of Public Health made a dentist available for three weeks per year through its cooperative program. This, of course, was inadequate for even the worst cases; so Bertram looked for ways to extend the coverage.

"We arranged to have him two days a week," she recalls, "and that way we would stretch the coverage out to several weeks. We started getting some local money from the county schools, the health department, United Way, Head Start, and so on, and we were able to purchase some surplus equipment from the state."

A local dentist, Dr. Mark Caldwell, donated a dental unit and an X-ray unit to the clinic, and the program scraped together enough money to stay open three days a week during the school year.

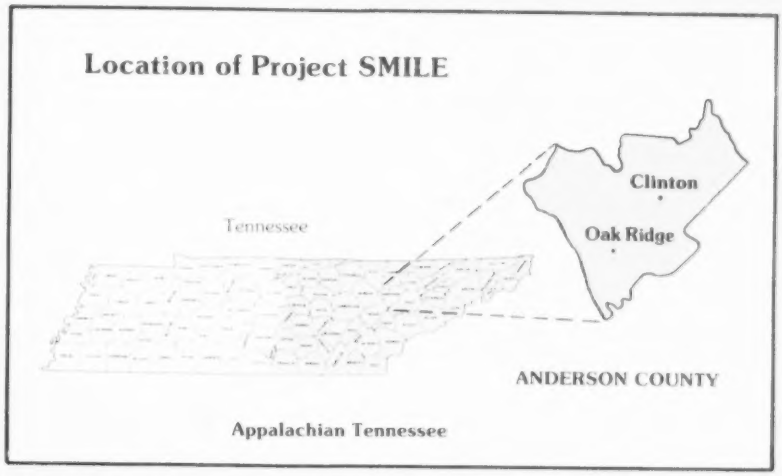
"We had to close in the summer," says Bertram, "We just didn't have enough money to stay open all year. And, of course, we would lose momentum then. Just as we would get set up and going, we would have to close down and start up again in the fall. This year is the first that we have been able to stay open all summer.

"Our educational programs had progressed by 1978 to a point that we were nominated for an award for community prevention programs by the American Dental Association. We didn't win it because at that time we weren't doing anything for adults."

The County Seeks to Expand the Program

"That's when we got the idea of putting together a grant application. We had a graduate student at that time named Bonnie Nichol. She was taking a course in grantsmanship from the University of Tennessee and was working with the county health department, but they gave her to us because they didn't have room for her.

"We had done a grant application in rough form, and she shaped it up and made some initial contacts for us. We discovered that dental care seems to be a low priority in a lot of programs, but Bonnie just wouldn't take no for an answer."



To find a responsive source, Nichol and Bertram searched the Catalog of Federal Domestic Assistance and the University of Tennessee College of Agriculture's funding source computer file. Their quest pointed to ARC as a funding source flexible enough to finance the type of program they were planning.

With this in mind, Bertram contacted Margaret Means, chief of hu-

South Clinton schoolchildren take part in "swishing time," their fluoride rinse treatments.

man resource development for the Tennessee Department of Economic and Community Development. Means told her, "You're talking about an operations project. We do fund some projects like this, but we will need to see a proposal on it to decide." (Tennessee no longer funds operations projects.)

Bertram remembers, "After she reviewed our proposal, she worked with us to develop a ballpark budget of about $30,000."

It was at this stage that Sandy Kelley, director of human resources for the East Tennessee Development District, became involved. "We provided assistance with their format," Kelley recalls. "We wrote some portions of the grant for them and reworked some of it so that it was in the proper terminology for ARC. We also helped them modify their budget and make sure their program objectives conformed to ARC and HEW guidelines. We also went to Atlanta with them to meet with HEW officials and sort of help 'steer' the application through the red tape."

The first grant came through in 1979, and Bertram enthuses, "It's been terrific. We're doing well. I couldn't be more pleased."

The grant money was used in part to replace the ancient and frequently broken-down equipment and to purchase supplies, but the main thing it provided was a full-time dentist. Now the clinic was really able to provide treatment where it was needed, not just in the direst emergencies. It could stay open five days a week. It could stay open through the summer. "We can do anything now a private dentist can do," she says proudly.

Treating Young Children

"For example," she says, "we didn't have nitrous oxide, or laughing gas, for these small children, and we do now. We don't use it on adults unless we can see that they are really apprehensive. But with the little children, what they dread most of all is the anesthetic, getting a shot right in the mouth. With some of them, the decay is so shallow you don't really need to anesthetize them if you can just get them to relax.

"So we premedicate them with an elixir and then use the nitrous oxide; so we don't have to use an anesthetic unless the decay is around the pulp or we have to do an extraction.

"For the smaller children, this is a new experience. It's a strange place with a bunch of strange people. And as they become accustomed to us, they know they left and it didn't hurt. That's what we ask them when they wake up, 'Did it hurt?' And they say, 'No, it didn't hurt.' So we tell them to tell that to the other kids, that it didn't hurt.

"So you've got that idea in their minds. When they come back, we use the nitrous again; it doesn't hurt again. They come back again, they know who we are, they know our names, and we're glad to see them, and they are more relaxed. Then we say, 'Let's don't play astronaut today.' That's what we tell them we're doing when we put the nitrous mask on, is play astronaut. And we try to save something that's very minor for that day, so at worst it only hurts a little. So you gradually wean them away from the gas, and they're not afraid to come to the dentist. Maybe they'll spread the good word to the other children."

Jeanie Bertram in her office in Clinton.

Aiming at Self-Sufficiency

Bertram says 65 percent of the project budget is ARC money. The clinic staff includes the dentist, Dr. Jane Johnson, and a dental assistant who are funded by ARC. Another full-time assistant and one part-time are provided through CETA funding, and another assistant comes from the class in occupational health at the local vocational department.

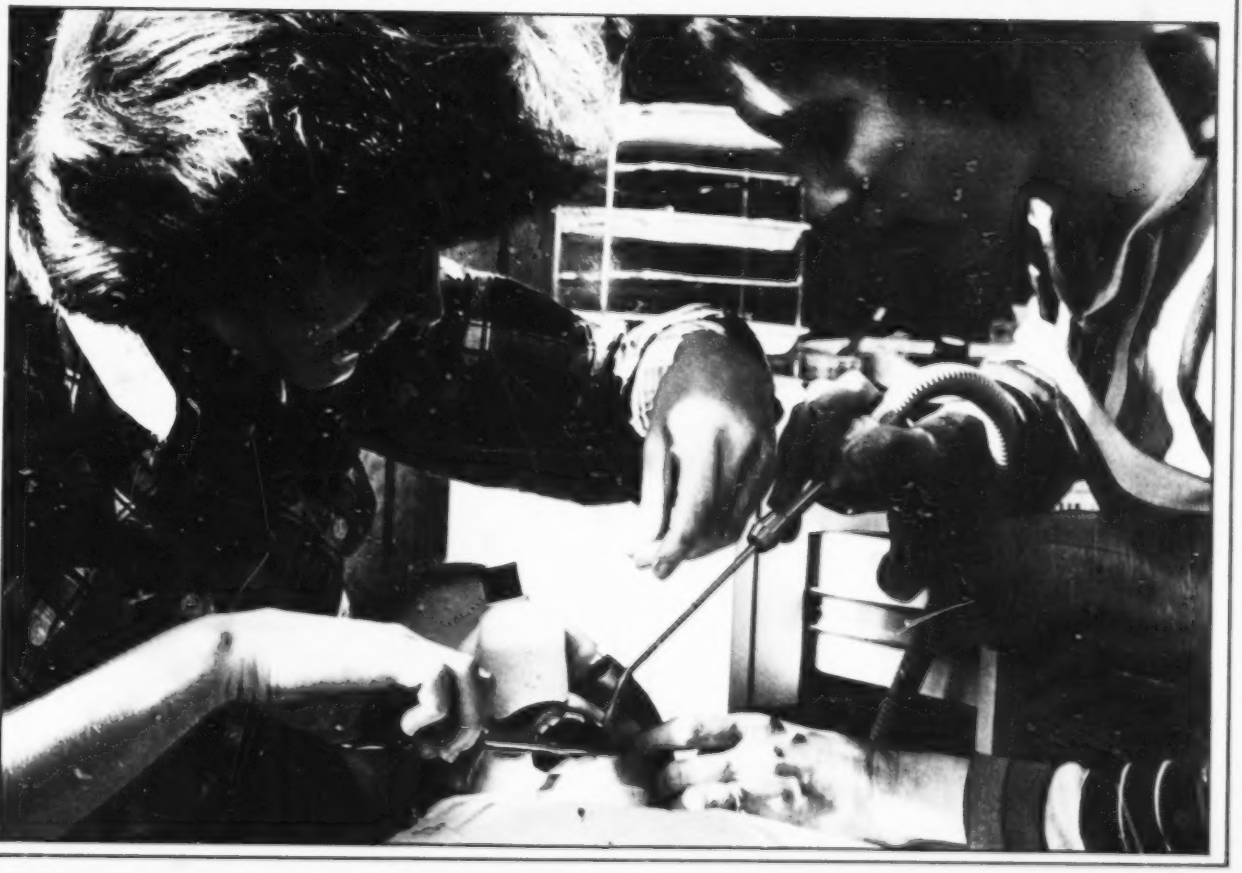
Office and clinic space in Clinton are provided by the Anderson County Health Department, and Bertram serves as coordinator for all health council programs.

She is hoping for, and expecting, financial self-sufficiency. "We asked ARC for $45,300 for the second year (1980-81), and we will use that for more equipment, another dentist's chair, and so on," she states. "Then I think we'll be asking for less ARC money in 1981-82, and we should be self-sufficient after that.

"Word is spreading throughout the county that we're here and that we're providing this service. The business in paying patients is snowballing, and we can collect Medicaid and insurance on some of our patients. The children pay on a sliding scale based on ability to pay. The service is free if they can't afford to pay, and some of them are eligible for Medicaid Under 21 funds. About 80 percent of them don't have to pay anything.

"We offer clinical services to adults, and we charge them at least 50 percent of our cost based on a sliding scale, but the cost is still less to them than a private dentist would be. We're not in competition with the local dentists. In fact, they sometimes refer people to us who can't afford to pay them. We're happy to get them. It is a community service, and they provide us with money we can use to treat the kids."

"Dry brushing" (LEFT) and "swishing" (RIGHT) are both important techniques for children to learn. (BELOW) Dr. Jane Johnson (left), the program's dentist, works on a child, with Diane Mundt's assistance.



The Volunteer State Lives up to Its Name

The involvement of community volunteers is the hub of the Anderson County effort. "Everything we do depends on volunteers," Bertram emphasizes. "In the dental program, we have 40 to 60 of them, and we try to keep two or three for each school. They do all the screening through grade six, and some do the whole school. We are primarily looking for abscesses and badly decayed six-year molars."

The volunteers rank the condition of each student's teeth from one to four to determine priority in seeing the dentist, with the "ones" and "twos" given top priority. A "one" means abscesses, infection or decayed teeth which must be pulled. A "two" indicates numerous serious cavities. A "three" denotes one or two cavities, and a "four" does not need any treatment.

"After the screening," Bertram explains, "we schedule each school for the clinic, and on the first day they are scheduled they bring in all their 'ones' and 'twos.' We do triage that day and establish treatment priorities. Then we take the twelve worst and do everything we can for them.

"The volunteers do a lot of dental education, both in the schools and, indirectly, in the communities. Some of the parents believe that the only time you deal with teeth is when they hurt, and then you get them pulled and you get dentures. We frequently have adults come to the clinic to have all their teeth pulled, and we have to talk to them about trying to save some of their teeth."

Bertram says ignorance is a bigger problem than active resistance. "Their attitude is generally, 'If the tooth doesn't hurt, why does it need to be fixed?' You ask kids if their teeth hurt, and they say, 'Not much.' This has to affect their education, because they can't concentrate on their work while they're in pain.

(ABOVE) Shinliver teacher Mary Desmond hands a fluoride tablet to a fourth grader.

"We run into this problem some in our fluoride treatments, too. Of course, everything we do has to be with parental permission, and every year at the first of the year we get a few notes from parents saying, 'I don't want my child to have this; it causes cancer,' or something like that. Then, as the year wears on, the kid starts bugging his parents about being the only one in this room who isn't taking it. By the end of the year they are asking 'Could he please start taking fluoride?'

"We are not pushing fluoride, and we don't try to pressure anyone who doesn't want it, but we let the parents know that if they want their children to have it, it is available."

A major function of the volunteers is to serve as a liaison with the schools. Bertram explains, "If we want to start a new program, such as the fluoride rinse, our volunteers from that school go with us to the principal and say that this is something they want in the school. You get varying degrees of cooperation, of course, but brushing during the day is now in most of them.

(ABOVE) Shinliver Elementary School participates actively in the dental program.

"The superintendent supports us; the school board has been very supportive and helpful. We obtain a letter from the superintendent each year and go to a meeting of the principals and tell them what we want to do. Then we go to each school and hold in-service training for the teachers.

"The volunteers can help supervise the brushing and give out supplies in the classroom, but the fluoride treatments are administered by the teachers, who are specially trained to do it."

Cooperation has been a hallmark of the program, says Bertram. "People are not protective of their turf, and they are willing to let you try something. A couple of local dentists, especially Dr. Caldwell, keep a hand in and help us out when we need it. United Way gave us all we asked for, and we were the only program that our subcommittee approved an increase for. The Anderson County Lions Club volunteered to pay for the fluoride rinse program. Everybody helps out."

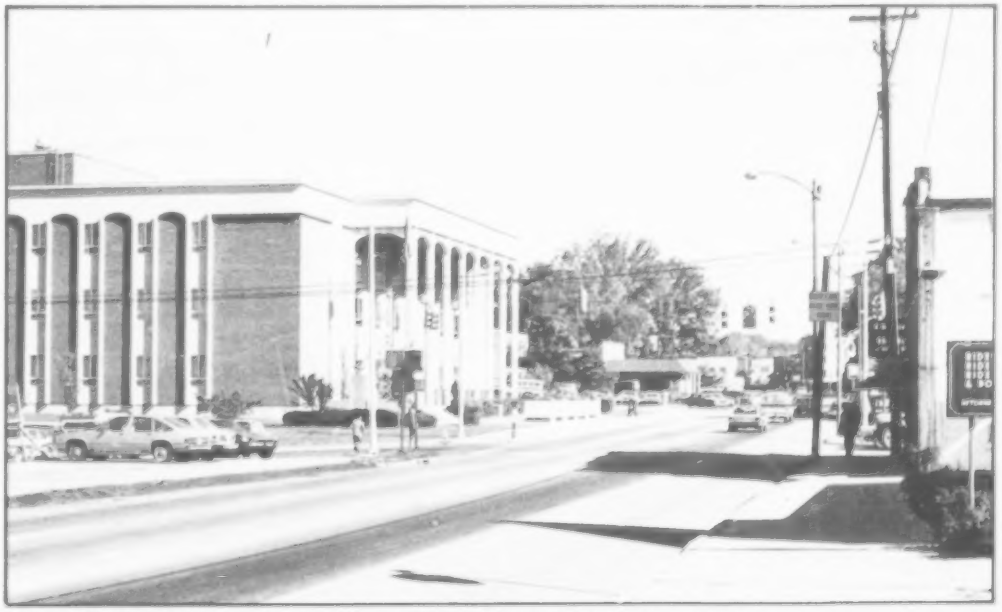
Things Are Better, but not Perfect

"We still need more," she cautions. "We reach all the kids in the county through the sixth grade by education or screening, but one full-time dentist is not enough. We had a patient load of 1,258 during this past year, and they made 3,143 visits to the clinic. We provided services worth $82,000 if everybody could pay for them. Still, almost half of the children currently have dental problems that are going untreated.

"We screened about 3,000 children last year, and approximately one-fourth had serious infections or abscesses, or needed teeth pulled. Many of the children would never see a dentist if it were not for Project SMILE."

Bertram says the number of children with top priority needs was greatest at Briceville Elementary School, with 39 percent. Rosedale, with 38 percent, and Marlow, with 32 percent, also had many children with serious dental

(ABOVE) The Anderson County Health Center in Clinton houses the dental program office.



The modern Anderson County courthouse (left) dominates Clinton's Main Street.

needs that were not being cared for. She says a place like Rosedale is "like a different world. There are only 82 kids in the school, and it's a very relaxed atmosphere. But the horror in these children's mouths . . . ." and her voice trails off.

She says a surprising number of school-aged boys chew tobacco in these rural sections. "Tobacco is very detrimental to their teeth," she warns. "Many people think chewing tobacco makes teeth whiter, but actually it is eating the enamel off the teeth. One way the enamel can be strengthened is by the application of fluoride."

A community like Rosedale points up the contrasts that make Anderson County unique in the United States. "At one end of the county is Oak Ridge, with all the nuclear installations and laboratories, a very affluent and very well educated community, with maybe a five-percent poverty level," she says. "The rest of the county, other than the county seat of Clinton, is classic Appalachia, very poor, very rural, with almost a 50-percent poverty level in some areas. We have had some kids come to the clinic from Rosedale, which is a one-and-a-half-hour drive away, who didn't know where they had been, except that they had been 'down the mountain.'

"People think of Anderson County, and they think of Oak Ridge, and they find it hard to believe some of the conditions of kids' teeth in the more remote areas."

If Project SMILE has its way—and with enthusiasts like Jeanie Bertram to guide it and dedicated volunteers eagerly following through, Project SMILE seems likely to accomplish what it wants to—Anderson County is going to be unique in a different way. It is going to be the county that figured out how to attack rural dental problems successfully.

United States Department of Energy
Oak Ridge National Laboratory
Operated by Union Carbide Corporation

Rural Anderson County (BELOW) is very unlike the affluent Oak Ridge area.

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Photo Contest

Appalachia announces a photo contest, with the winning entries to be published in the March-April issue as a photo essay on the subject of

Winter in Appalachia

(landscapes, people, buildings, activities)

Open to all except professional photographers who are now or have been in the past under contract to the Appalachian Regional Commission.

Entries must be black-and-white glossy photographs and must reach *Appalachia* (address below) by January 15, 1981. Entries will be judged by a jury of professional photographers and editors. Photographs selected for publication become the property of the Appalachian Regional Commission.

First and second prizes: Framed enlargements (24 x 30 and 16 x 20) of winning photos.

Nonwinning photographs will be returned only if a stamped, self-addressed envelope is enclosed.

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF OCTOBER 1, 1980

APPALACHIAN DEVELOPMENT HIGHWAYS – *Mileage*	*Corridor System*	*Access Roads*
Construction Completed	1,565.4	652.7
Under Construction	236.0	61.1
Engineering and Right-of-Way in Progress	572.4	84.6

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	13	$ 13.9
Operating Health Projects	793	211.3
Health Construction Projects	234	93.1
Child Development	448	159.3

LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.4
MINE AREA RECLAMATION PROJECTS	96	$ 53.2

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	441	$103.7
Higher Education Facilities	243	62.0
Vocational Education Facilities	1,112	359.7
Libraries	161	19.2
Water Pollution Control	1,058	261.9
Airports	150	18.1
NDEA Grants to School Systems	76	7.2
Other	369	82.4

HOUSING PROGRAM		
Project-Planning (Loans)	102	$ 3.9
Site and Off-Site Development	140	8.8
State Technical Assistance	116	6.7
State Housing Agencies	44	29.8
Other	25	4.8